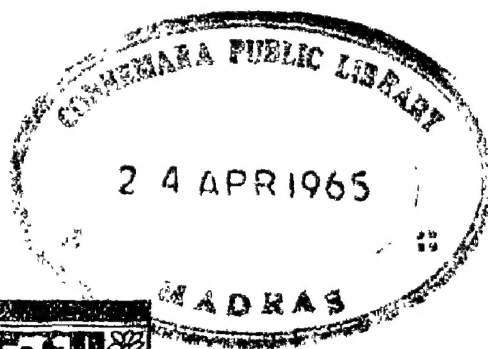


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LIBRARY LEGISLATION

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LIBRARY LEGISLATION

Handbook to Madras Library Act



BY
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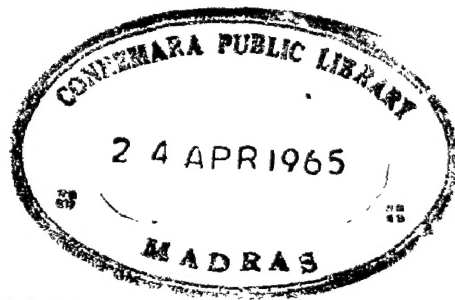
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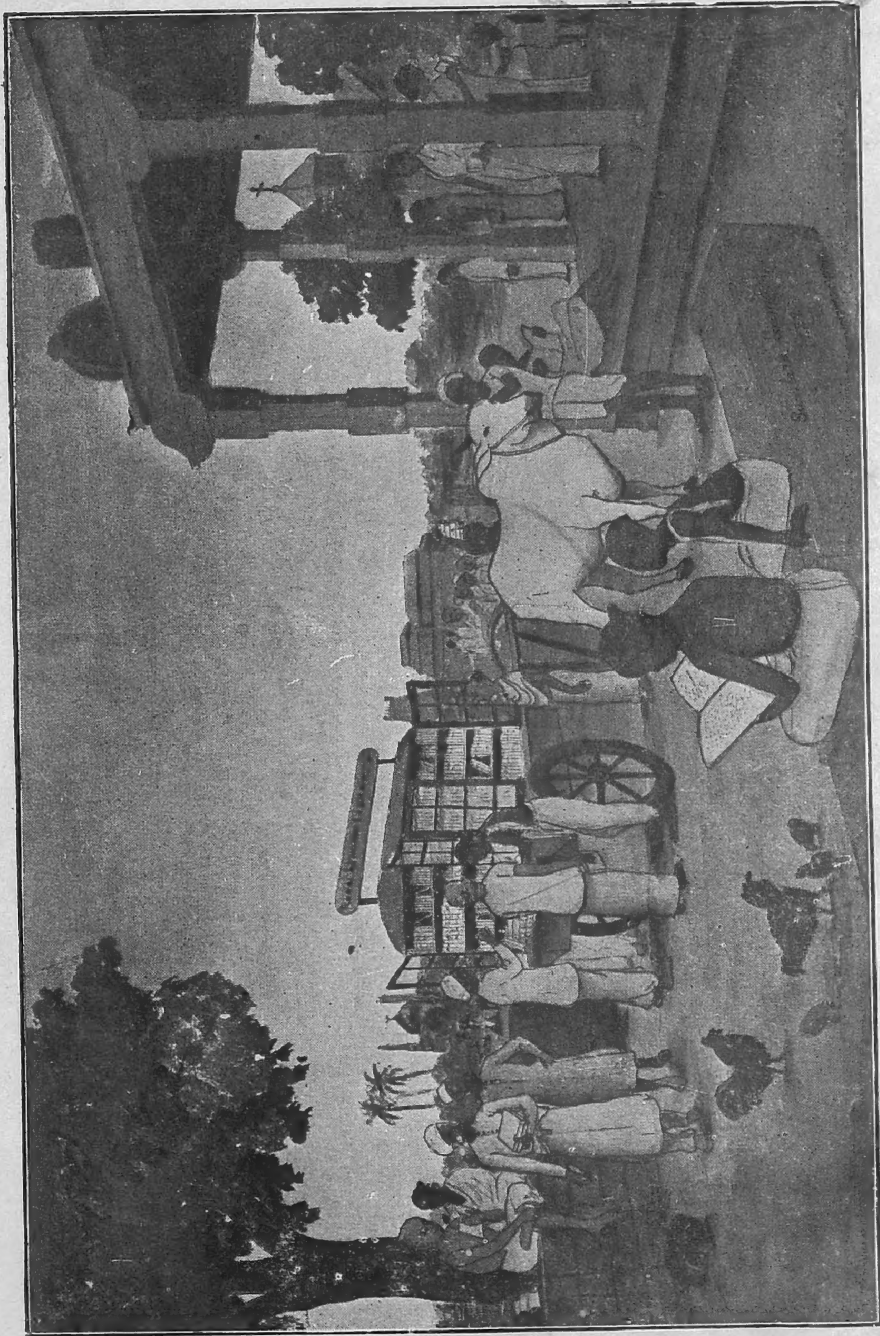
To
MOTHER
SITALAKSHMI AMMAL



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CONMEMARA PUBLIC LIBRARY
24 APR 1965



Travelling library in dream



English travelling library in reality



CHAPTER 0

CONSPECTUS

This conspectus gives an account of my personal approach to library service, library legislation and the Madras Library Act. This is followed by the usual picture of the lay-out of the book.

01 Trigger

It was November 1924. I was attending a Rural Library Conference in London. It was convened by the Carnegie United Kingdom Trust. Lord Haldane addressed it. He said, "Political parties do not easily sponsor a cause. If they do, there must be public interest in it. They say "Here is something which will get votes". The public library has now reached that stage. Even rural library service has reached that stage. Andrew Carnegie has accustomed four counties to free library service. Neither the Government nor the County Council dare hereafter deny library service to those counties. The other counties too ask for it. The movement has begun. It can no longer be resisted." Another speaker said, "Money spent on library service is not money thrown away. It comes back in larger measure. A better informed community is worth paying for. Enlightened, elevating occupation of the leisure time of the people is worth paying for." These experiences acted as a trigger.

011 SERVICE IN A CITY

These ideas were new to me. I could not believe that common people would care for libraries. I was under the impression that only boys used libraries. I had seldom seen adults using libraries. My curiosity was roused. I went to Croydon for about a month. I worked in its Public Library day after day. I was impressed by the number of people

coming to the library from morning to night. Young and old, scholars and labourers, men and women—indeed a fair cross-section of the people of the town—were thronging to it in an endless chain. Some afternoons, there was a ladies' gathering. The librarian introduced them to new books by a delightful talk and demonstration extending over an hour. Some evenings, children came to listen to stories. There were music evenings. There was dramatisation. There was debate. Some other days, there were public talks. After each talk there was a rush to the library shelves. People carried away books.

012 RANGE OF SUBJECT-INTEREST

I worked for some days in the reading room—called reference library. I was struck by the variety of directory, who's who, yearbook, dictionary, atlas and encyclopædia kept handy at the information desk. They would never stand there undisturbed for even ten minutes. They were pulled out now by a lady, now by a teacher, now by a baker, now by a barber and so on, endlessly. Apart from this continuous stream of *ad hoc* visitors, all the seats in the reading room were always occupied. All were seriously at study. Some would stay the whole day. At the end of the day and at intervals, I used to examine the books read. They were all kinds of books—on all kinds of subjects, of all standards and in several languages. “Is this peculiar to Croydon?” I thought.

013 COUNTRY-WIDE VIEW

Then I went from town to town. Each town had a library. Each library was filled with readers. I then went from village to village in the few counties with travelling library service. The farmers, the shepherds, the house-cleaners—one and all were reading books. They welcomed books in the long winter evenings. They had found a new source of delight. They were reading elevating books. They

were also reading books on their own arts and crafts. There were easy-to-read books on every kind of arts and crafts. They showed me leaflets giving lists of readable books on their respective arts and crafts. They showed me also leaflets giving assorted lists of English and French classics. They said, "We can ask for any of these; we get them for the mere asking of it. The library van brings us a little library of about 2,000 books every month. The county librarian comes in it. He gives us talks. He introduces the books to us. He tells us of the new books expected. He notes our requirements. He brings us relevant books in the next month's visit." I felt intrigued. Can this be done for every village? Can this be true? My visit to another village synchronized with the visit of the county library van. All the words of the villager were true.

014 SERVICE TO CHILDREN

I walked into children's libraries. Children from 5 to 17 were there. Their eyes were gleaming with curiosity. They seemed adepts in reading the backs of books. They moved their eyes with nimbleness and knowledge through shelves and shelves of books. They looked quite at home in purposeful browsing. After a few minutes of pulling out this book or that, after glancing through a few books they put one or two into their baskets. They passed through the issue desk. A class-mate of theirs issued the books to them. I told the boy within the staff enclosure "You are too young to work". He smiled. He said, "No, no. I am studying at school. We work here by turns. We enjoy doing it." The children's librarian told me that most of such routine was done by children themselves. "It is cheaper to run a children's library" she said.

015 SERVICE TO THE BLIND

I went to the National Library for the Blind. I saw a Royal Mail Van discharging huge books. I went inside the

library. The books had no letters in them. There were only patterns of pricks on thick paper. I was told that the blind read such books with their fingers. I learnt that books went out from that library to any blind man, no matter where he lived. Any book was put on braille in that library, if anybody asked for it.

016 UPHEAVAL OF QUESTIONS

And so on; and so on; for several weeks I felt dazed. I felt intrigued. I felt curious. My mind went back to India. Why do we not have it at home? The gossip-groups passed through my mind's eyes—in payals, in street corners, in nooks in temples, in the bathing ghats. What a huge run-to-waste of potential, cultivable mental energy! What a device, these people of the west, have found to harness, multiply and utilise mental energy—not only of the superior men but of men of all grades!! When did they conceive of it? How do they implement it? Such was the upheaval of questions in my mind.

017 LEGISLATIVE FOUNDATION

I put these questions to friends in the profession. There were not then many published books on this question. Library periodicals too were not very profuse with articles on it. I gathered considerable information from many British librarians. Help came also from a few foreign librarians visiting London. They all pointed to library legislation as the firm foundation of the library development of their countries—not sufficient by itself, but necessary as a foundation.

02 Need for Demonstration

021 PREPARATION

I sailed back home in June 1925. My mind was first pre-occupied with one thought: How to secure the device of

library service for the cultivation of the mental-resources of India? How to convince our people about its possibility? How to secure the necessary foundation of library legislation? Before leaving London, I had prepared a few lantern slides showing pictures of libraries in action. Will these be sufficient? I thought that they were necessary but not sufficient. What else should be done? On the third day of the journey I came to a decision. There should first be a concrete demonstration. The Madras University Library should be rapidly re-organised. It should be converted into a busy workshop. Its book-resources must be made to function up. At one stroke, it should vitalise the education in the University and also serve as a demonstration. To gain time, I decided to use the rest of the journey to classify the books of that library. Fortunately, I had with me an inter-leaved copy of the author catalogue of all its 32,000 volumes. I had also sketched out the main features of the Colon Classification before leaving England. Guided by the titles of the books, I put down tentative Colon Numbers against them. A mark was put against suspicious titles.

022 FORTUNATE IN STAFF

I had then no experience in dealing with the bureaucracy. Providence put me on the right track. I did not approach the bureaucracy for any material help or financial allotment. I classified and re-arranged the books. The staff participated wonderfully. It was very small—only four old hands accustomed to care-taker work. But they shook off their conservatism. They joined me without any visible reserve in pulling down the old set-up and building up a new one. The Library Committee showed its confidence. It even secured for me two new graduates to help in this new venture. C. Sundaram and K. M. Sivaraman poured themselves whole-heartedly into this exciting venture.

023 FORTUNATE IN READERS' RESPONSE

The response from the students was remarkable. They began to come to the library in increasing numbers. The new graduates too began to swell the number of readers. The hum of workshop got established. Politicians of the grabbing kind had not yet begun to put their deadly hand on the library. Thank God. Even the dictators in the making, who strangled it twenty years later, sought to be fed by it in those days. It was good luck. The Library Committee was most helpful. It helped the development at every step. The Library made an impression on the public mind. It was shifted to a place of public resort—the sea-front. This added to its popularity. The annual issue shot up from 10,000 to 100,000 in four years.

024 FORTUNATE IN GOVERNMENT'S RESPONSE

Providence helped in diverse ways. Providence helps through existing human personalities. When P. Subbaroyan, the then Chief Minister, came to open an educational conference, a senior professor, put down for the inaugural address, failed to turn up. I, the junior-most in the audience, was put on the platform. I relayed all my experiences with Europe's libraries, my visions about India's libraries, and my hopes based on the success of the demonstration, through the Madras University, of the hunger for knowledge and for books lying idle on our shelves. The Minister himself was young. He had no narrow vindictive, political or communal ways. He responded in a wonderful, unexpected way. He put me on the track of the Meston Award. He encouraged me to apply to Government for funds. R. Venkataratnam was then Vice-Chancellor. His communalism was not of too rabid a variety. He did not turn it down on communal grounds, as some of my suggestions were years later. He pushed to the Government the application for funds. The funds came—recurring as well as non-recurring. It made

purchase of books and periodicals possible. The Library Committee gave its usual help. The staff was increased. The clientele of the library steadily grew in number. The demonstration steadily caught the imagination of the people.

025 MADRAS LIBRARY ASSOCIATION

Providence pushed a few other dynamic personalities into the affair. K. V. Krishnaswamy Ayyar turned out to be a wonderful asset. With his position in the bar, he could rope in many of the leading personalities of the city into an acquiescence with the development of library service. The Madras Library Association was founded in 1928. It provided a forum to publicise the library idea. It provided an agency in the name of which books on library science could be brought out. It soon set up a library-school. In the first few years, the main work of this school was to "sell" the library idea. Later the main purpose was shifted to that of training library personnel. The intensive and intimate group-discussion in the summer schools helped in the formulation of a Model Library Act suited to India's needs.

026 MODEL LIBRARY ACT

Providence again gave a further push with its unseen hand. P. Seshadri had the daring to convene an All Asia Educational Conference in 1930. Two years earlier he presided over the All India Educational Conference at Madras. He had then visited the Madras University Library. He saw the change between then and 1915. He was impressed. He therefore decided to have a Library Service Section in the First All Asia Educational Conference at Benares. He invited me to take charge of the Section. That gave the opportunity to bring together all the few librarians of India. That gathering carried the demonstration further. It gave a platform to debate the Model Library Act. The further history of library legislation will be given in chapter 1.

03 Fortunate in Public Response

031 DEMAND FOR LEGISLATION

The Madras Library Association took this business of library legislation seriously to heart. It sent out a few of its able members into the country. They toured each district. They addressed the public. They met the Local Bodies. They did all the usual log-rolling. The response was unbelievably good. Every area passed resolutions asking for library legislation. Some areas even started libraries with private initiative. A few Local Bodies invoked the power contained in a schedule of the Local Boards Act. It enabled them to provide book service.

032 ANDHRA DESA LIBRARY ASSOCIATION

The Andhra Desa Library Association had been all along working independently. It had concentrated on practical local demonstrations. It had made library movement a people's movement. It had applied methods of mass-contact: Boat-library Service, Library Pilgrimage, Library Cycle Procession, Taluk Conference, District Conference, and so on. Men like G. Harisarvothama Row and P. Naghabhushanam were thrown forth as virtual full-timers in library propaganda. The heaven was spreading everywhere.

033 KERALA LIBRARY ASSOCIATION

The Kerala Library Association appeared in good time. M. Krishna Kurup and E. Raman Menon threw themselves into its work. They were themselves writers of no mean order. They developed mass-contact on a large scale. Their influence penetrated even into the farthest rural areas. In 1945, I toured the Kerala with them. What a delight to see two dozen illiterates sitting round a kerosine lamp in an out of the village at 9 p. m. Somebody in the village, who was literate, reads to them from a newspaper or a book. Oh!

How intelligent and aware they were! They said, "Will you speak to the big publishers at Calicut on our behalf?" They wanted books to be brought out on this subject and that, on that art and this craft. This convinced me that our people, literate or illiterate, are second to none in the world in their hunger for knowledge, in their appreciation of books, and in their readiness to accept library service.

04 Hasty Branding

These sights amounted to a vicarious mental revenge on the damaging statement printed in the Hartog Report about the insensitiveness of Indians to good literature, to any book other than text-book. Poor Hartog was no doubt well-meaning. But he had no idea of all the facilities found in his country to bring people and books together. He had evidently grown amidst them and was therefore unconscious of them. Nor did he have a chance to step out of the ivory tower of the ruling race, while in India. He did not therefore realise the utter absence of book-service anywhere in India—not even in colleges and universities. He therefore hastily branded the people. If he had known the truth, he would have branded the rulers for neglect of duty.

041 EVER-CONTINUING RESPONSE

Hartog or no Hartog, there has been enough demonstration of the sensitiveness of our people to the value of book-service. More than the literate, whose sensitiveness had been blunted and inhibited by examining (educational) factories, the response of the unschooled and non-university man is a more potent pointer. The Social Education Centres of the Delhi Municipal Council provide an unerring proof. The Delhi Public Library has served as a probe to fathom the depth of the book-hunger of the common folk. These

attract attention because of their location in the metropolis. Publicity throws them into limelight. The book-hunger of our folk has been witnessed by me in every part of the country during the last two decades. Public response to library service is an ever-continuing factor.

042 HAVOC BY PREDATORIES

It is true that predatories snuff out budding libraries. The Madras Library Association managed twenty-five years ago to persuade the Government to activate one of its book collections into a live library service. As bad luck would have it, by the time the newly created posts were to be filled, there was a change in the personnel of the bureaucracy concerned. He let in predatories. The object of the Madras Library Association was snuffed out. A similar mishap occurred in three university libraries. In another university library, even a plant of twenty-years' growth has been sapped out of its life. Such mishaps are not unusual in life. Saint Ramalingaswami has a graphic stanza on such risks at all stages.

களக்கமறப் பொதுநட நான் கண்டுகொண்ட தருணம் . .
கடைச்சிறியேன் உளம்பூத்துக் காய்த்தது ஒரு காய்தான்,
விளக்கமுறப் பழுத்திடுமோ, வெம்பி உதிர்ந்து இடுமோ.
வெம்பாது பழுக்கினும், என் கரத்தில் அகப்படுமோ,
கொளக்கருது மல மாயைக் குரங்கு கவர்ந்திடுமோ,
குரங்கு கவராது, எனது குறிப்பில் அகப்படினும்,
துளக்கம் அற உண்ணுவேனோ, தொண்டை
விக்கிக்கொளுமோ,
ஜோதி திருவுளம் எதுவோ ஏதும் அறிந்திலனே.

At the moment of my spotless vision
My inner self flowered but brought forth only one fruit
Ah! Will it mature and ripen?
Or will it wither and drop off?

Even if it does not wither but ripen, will it come within
my grasp ?

Or will the predatory monkey snatch it away ?

Even if it is not snatched away by the monkey but I get it,

Will I be able to eat it without any hindrance ?

Or will it get stuck up in my throat ?

What the effulgent intends, I do not know.

—Ramalingaswami (Born 1822). Tiruvarutpa 1932, Tirumurai 6. Section 18 Advaitanandasambhava vidaiyidu (Warblings on the experience of the delight of at-one-ment). Verse 5.

Valmiki too speaks of such risks :

Many may be the hindrances to such an enterprise.

भवन्ति बहुविघ्नानि कार्याण्येवंविधानि हि ।

—Valmiki *Ramayana*, Ayodhya Kanda, Chap 4, Verse 42

We should provide for havoc by predatories in all measures designed for social benefit.

043 TO LEGISLATION AGAIN

Inspite of all these mishaps, my optimism is unshaken. I am convinced that the response of our public to library service can be depended upon. To make it blossom forth, concerted, purposive, comprehensive, state-wide, action is necessary. The latent social-service impulses of the public of each locality should be harnessed. They should be diverted into profitable channels. These should be backed by a professional staff. The latter should form the permanent agency to utilise local effort. In a democracy, a legislative measure is necessary for such an action. I realised it with a great force.

05 Facing the Problem

About the end of 1944, I laid down my office as university librarian at Madras. I had always longed to get off from routine administration before strength would fail. I wished to tour the country. I was eager to meet and mix

with non-university people. The communal persecution being quietly but ruthlessly implemented proved to be a good in disguise. I stepped out without regret. I toured the country intensively. I felt rejuvenated by seeing the surge of new life in the common folk. What a contrast to the dead routine, sophistication, callousness, egotism, idleness, and intrigue of the university-educated men! The exciting cause of the revival among the masses was Mahatma Gandhi's personality. But, alas, few of the educated folk accepted him. They were like the cat on the wall. But this did not depress me. Life-force was bubbling in the masses. I said to myself, "The demonstration has proved a success. I should now resume my resolve of 1925 about library legislation. I must now face the problem."

06 Draft Bill and Development Plan

061 MADRAS

"Charity begins at home", they say. I first prepared a library bill for my home State—Madras. I worked out a Library Development Plan. It was a thirty-year plan. It helped me to get a concrete picture of the problem. S. R. U. Savur was then Director of Public Instruction. He procured for me the necessary statistical data.

062 MADHYA PRADESH

In 1946, Bhawalkar joined me at the Benares Hindu University as a student of Library Science. He is a bundle of energy. He perused my Madras Plan. He asked me to prepare a plan for his State—Madhya Pradesh. Some months earlier, I had presided over the First Madhya Pradesh Library Conference at Nagpur. I had then guested with Justice Puranick who was Vice-Chancellor. I had recognised in him a friend of library cause in Madhya Pradesh. This memory encouraged me. I drafted a Library Bill for Madhya Pradesh. I backed it with a Thirty Year Development Plan.

Bhawalkar sent it to his Minister of Education — S. V. Gokhale. In 1947, I moved to Delhi at the invitation of Sir Maurice Gwyer, the Vice-Chancellor of the University of Delhi. Bhawalkar wrote to me about Gokhale's visit to Delhi. I met him. He was interested in the library bill. He promised to study it and the plan with care. Before he could introduce the bill, he became Finance Minister. In January 1949, I went to Nagpur to preside over the Eighth All-India Library Conference. Gokhale introduced me to his successor, P. K. Deshmukh. He was a young man. He hoped to introduce the bill into the legislature in July. But the bureaucracy intervened. It wrote to me in letter No. D. O. 2854/A/V of 21 July 1949:

“I am not sure that a library bill will accelerate the establishment of libraries when actually there are very few libraries in existence and there is no likelihood of many being established in the near future under voluntary organisation. However, I am making all efforts to encourage the establishment of the libraries. I think you will agree with me that just at this moment the time is not ripe for introducing a bill in the Legislative Assembly for libraries.”

I wrote back “I agree with the premises that there are very few libraries in your State. That is the very reason why you should have a Library Act. You can't start libraries otherwise.” But it met with the convenient superior silence of the bureaucracy.

063 TRAVANCORE

In February 1947, I was invited by Travancore to open its Library Conference at Kottayam. C. P. Ramaswamy Ayyar was then the Diwan. Before leaving for Kottayam, I drafted a library bill for Travancore, backed by a Thirty Year Development Plan. I sent it in advance to C. P. Ramaswamy Ayyar.

But it happened that he had to come to Delhi at the time of the Conference. But he had instructed the Director of Education to attend to this. He met me along with the Director of Co-operative Societies. They said that thirty years were too long a period. I said, "Complete the Plan earlier if you can." On my way back, I met C. P. Ramaswamy Ayyar at Madras. He said, "Come to Trivandrum in June. Spend a month with me. We shall put it through." But by then, political upheaval started. C. P. Ramaswamy Ayyar was naturally pre-occupied. Ultimately he resigned. Thereafter came a reply from the Bureaucracy "We do not think that a Library Act is necessary. We have already many libraries". The contrary arguments of Madhya Pradesh and Travancore reminded me of "Tails I win. Heads you lose". That is indeed typical of bureaucracy.

064 COCHIN

Just before I left for Kottayam, I had a letter from Panampally Govinda Menon, the Education Minister of Cochin. He asked me to spare a day for Cochin in my trip to Travancore. I did so. The words of the Minister were a solace to me. He was a young man. He said, "A few years ago, I was a student of the Law College at Madras. I was then a regular reader in your splendid library. You might not have noticed me in that crowd. I was impressed by your organisation and service. Your library was so charming. It had an atmosphere. One day I wrote in my diary, "Cochin State must have a library like this." As soon as I became the Education Minister, I turned through the pages of my diary to refresh my memory with my dreams of youth. I saw this entry. I thought of you. The next day I saw the announcement of your visit to Kottayam. I wrote to you. Tell me how I should proceed." He sent me the necessary statistical data. On reaching home, I drafted a bill for Cochin. I backed it with a

Thirty Year Development Plan. Before he could take action, political vicissitudes set in. Eventually, Travancore and Cochin have been merged into a single State. The matter has to be done over again. Perhaps it can be better done after the formation of the Akila Kerala State.

065 BOMBAY

R. S. Parkhi asked me to work out a similar bill and Development Plan for Bombay State. I did it. He had influence with the Royal family of Aundh. The junior Raja had it published in 1947 under the title *Library development plan with a draft library bill and a thirty-year programme*. A copy of this book was sent to Premier Kher. I had a long discussion with him. He appointed a committee of bureaucrats. Its achievement can be guessed. I went on reminding Kher. Perhaps he sent all these reminders to the committee. Perhaps the committee, bundled all the reminders with the book and buried them amidst the files.

066 UTTARA PRADESH

I had met Sampurnananda at Benares. That was before he became Minister. Rang Behari Lal, the Pro-Vice-Chancellor of the Benares Hindu University, brought us together. It was in 1946 on the eve of his becoming Minister. He was enthusiastic about library legislation. I drafted a Bill and a Development Plan. M. L. Nagar found a publisher at Benares. The book was entitled *Library development plan for United Provinces with a draft library bill and a thirty-year programme*. It came out in 1949 with a foreword by Sampurnanand. Thereafter, reminders about the introduction of the bill into the legislature brought no reply. However, life is not yet gone. B. N. Banerjee of Allahabad is endeavouring to do lobby work for the bill.

067 KASHMIR

P. N. Kaula wrote a similar book with a library bill and a Thirty Year Development Plan for Kashmir. He has presented it to Sheik Abdullah. Kashmir is now in the melting pot. It is not yet known what has happened to Kaula's manuscript.

068 MADHYA BHARAT

The Jubilee Committee of the Indore Public Library has just now invited me to prepare a Library Bill and Library Development Plan for Madhya Bharat. It intends to include them in their Souvenir Volume. Madhya Bharat Government has deputed four persons for training in the Department of Library Science at the University of Delhi. Probably it means business. It will be happy if it bases its library development on a comprehensive Library Act along the lines of the draft bill being prepared.

069 ALL-INDIA

In December 1944, Sir Maurice suggested the drafting of a memorandum on library development for consideration by the Planning Department of the Government of India. The head of the Department had belonged to the same Public School as Sir Maurice. He hoped to secure from him a careful consideration of the memorandum. I sent it to Sir Maurice in February 1945. The political changes were very rapid thereafter. In 1947, Sir Maurice invited me to work in the Delhi University to develop a Department of Library Science and train candidates for the M. LIB. SC. and PH.D. degrees in Library Science. Our independence was impending. That made me bold to rewrite the memorandum on lines worthy of independent India. Sir Maurice forwarded it to Sir John Sargent, the Secretary of the Ministry of Education. But Sir John was on the eve of his retirement. He had therefore marked the memorandum for the attention of his successor.

0691 APATHY OR ANTIPATHY !

Santi Swarup Bhatnagar—a live wire, to use the words of C. Rajagopalachari when he was Governor-General—was the immediate successor of Sir John for about a month. At the suggestion of Sir Maurice, I contacted Bhatnagar. I had taken my copy of the Memorandum with me. He sent for the file. The original of the Memorandum was not there. The member of the bureaucracy concerned denied wholesale the receipt of the Memorandum. Bhatnagar moved with his characteristic quickness. He sent for another member of the bureaucracy. She said, “I have read the Memorandum. It was in the file.” Is it apathy or antipathy on the part of the bureaucracy towards development of library service and library legislation in the country ?

0692 DROP INTO THE ABYSS OF OBLIVION

A Union Library Bill backed by a memorandum on Thirty Year Library Development Plan was put up by me as a member of the National Central Library Committee. The second meeting of the Committee held on 14 May 1948 had only one substantial item on the agenda viz “Consideration of Dr. Ranganathan’s Memorandum on Buildings, Contact Libraries and Union Library Legislation.” I had drafted a Union Library Bill for consideration by the Committee to prevent desultory talk. The serious work called by the draft bill led to the postponement of the meeting without doing anything worth-while. For nearly a year, nothing was heard of the Committee. At the Cultural Sub-commission of the Indian National Commission for Co-operation with the UNESCO which met at Bombay in April 1949, I tabled the resolution that the Union Government should be urged to take immediate steps to establish a National Central Library. But the Secretary of the Ministry of Education, who was the Ex-officio Chairman of the Committee which had gone into inaction, referred to my

being a member of that Committee and the inconsistency of my tabling the resolution as if I were a stranger to what was being done by the Ministry of Education. I replied that I tabled the resolution because of the inner knowledge I had of that ill-fated Committee and that it was reasonable to take it that a body which did not breathe for a year was dead. The resolution was withdrawn on the assurance of the Secretary that Committee was still alive and that it would soon meet and proceed with its work. But three years have passed and nothing has been heard. Of course, promises are occasionally made in Parliament about its not having been forgotten. Such is the chequered career of the Committee on National Central Library and the way in which it has been dropped by neglect into the abyss of oblivion to which hundreds of Committees are being consigned today soon after their formation, though they are announced with a flare of trumpets. In the case of most of them, it is only a policy of inaction and tall talk that cause infanticide. In the case of the Committee on National Central Library, however, there is the additional fact of its having been made a Cinderella and entrusted to a bureaucracy without any understanding of its social potency and with eyes at the back instead of the front. I am led to believe that the Library matter will have no chance whatever unless the Minister for Education takes an independent Library Adviser who has professional knowledge and faith in the potency of Library Service and the necessity for it.

0693 FRESH EXPERIENCE

This series of disappointments was vexing me. At this stage the invitation of the British Council to visit Great Britain, and of the United Nations to serve on its International Committee of Library Experts, provided an opportunity to make a library tour of many of the countries in the west.

This made comparative study of library legislation possible. The findings were given in the book *Library tour 1948; Europe and America: Impressions and reflections* (Indian Library Association, English series, 1) 1950. This fresh experience was like a refresher course. It re-inforced my 1925 wish that our country should have library legislation to make nation-wide library service possible. The wish became a hope as India became independent.

0694 DEPOSIT IN PRINT

Sir Maurice suggested, "We have done our best. You say that the masses are awake and will accept library service. But the powers that be are not awake. Let us publish the draft bills and the development plan. If we deposit them in print, one day or other, somebody or other might begin where you are leaving it. He might take action." He agreed to have it published by the University of Delhi. Accordingly the book came out in 1950 as *Library development plan: Thirty year programme for India, with draft library bills for the Union and the constituent States*. The Indian Library Association has taken reprints of the draft bills and distributed them among the members of Parliament and the Members of the Legislature of the Constituent States. Let us hope for at least some of the seeds to sprout, grow and bear fruit.

07 Chance Does it

The only state to take action on library legislation was Madras. The strenuous work done under the auspices of the Madras Library Association and of the Andhra Library Association for twenty years had prepared the soil. In 1946, I went to Madras to celebrate the *Upanayanam* of my son T. R. Yogeshvar. In my morning walk, I found the name-board of Avinasilingam Chettiar, the Minister of Education, in Teynampet. It was again providential. It had never occurred to me that I should meet him. I had known him earlier.

I met him on the next day. He was very genial. He said, "How is it you have gone away from our State, when we have come to power. If you were here, we could do much to realise our old wishes and dreams." I said that I was always available for consultation. I also put my draft Library Bill into his hands. I also gave him the memorandum mentioned in section 061. He sent it to S. R. U. Savur, the Director of Public Instruction, for scrutiny. He further asked me to discuss it with Savur. Savur was all help. He said, "What do I know about library matters? I accept your proposal. I am writing to the Minister accordingly."

071 MADRAS MAKES LIBRARY HISTORY

In February 1947, I passed through Madras on my return from Travancore. I called on Avinasilingam Chettiar. He had modified my draft bill for introduction into the legislature. We spent some hours discussing the changes introduced by him. The details of this discussion will be found in the several sections of the commentaries, in chapter 2, on the Model Act and the Madras Act. All honour to the enthusiasm of Avinasilingam Chettiar. Through his enterprise, Madras has made library history in India. He was the only one among the several ministers approached that had the determination to carry the bill through the legislature.

072 DELAY AND DISAPPOINTMENT

But again, Valmiki's and Ramalinga Swami's sayings had to be invoked to digest the delay and disappointment caused by his resignation from the Madras Cabinet even before the Act could be brought into force and the Rules could be approved.

073 ALL WELL ENDS WELL

Such has been the attempt at library legislation in India. Some supplementary details will be found in sections 11 to 115

of chapter 1, the commentaries in chapter 2. and the remarks in chapter 3. The trigger was turned inside the mind in 1925. It took nearly 25 years to put at least one Library Act on the Statute Book. It has taken a whole generation. Perhaps our being mortals make us impatient. The unit of time for a nation is different from that for an individual. The gulf can be bridged only by keeping on to sanity, hope and cheer, and all the while working incessantly, working on all fronts and praying for the shortening of the gulf between the leisureliness of the nation and the haste of the individual. All well ends well. As Sita Says, "It is a charming folk-saying: Let us hang on to life. Delight will dawn, even if it be after a hundred years. This pleasant folk-saying flashes on me"

कल्याणी वत गाथेयं लौकिकी प्रतिभाति मां ।

एति जनीवन्तम् आनन्दः नरं वर्षशतात् अपि ॥

—Valmiki *Ramayana* Sundarakanda chapt. 34, verse 6.

08 LAY-OUT OF THE BOOK

Chapter 1 is entitled "Over-all View". It is based on my speech on 30 August 1952 at the Patamata Conference of the Local Library Authorities of the Andhra Desa opened by the Hon'ble Dr. M. V. Krishna Rao, the Minister for Education. It gives a rapid survey of what should be done to dower the Madras Act with life.

Chapter 2 is entitled "Model Act and Madras Act". I gives a detailed commentary and comparative study of each of the sections of the two Acts. This comparative study has made it possible to bring out the defects in the Madras Act and to suggest remedies. It explains the springs of human aspirations and constitutional provision. It also lays bare the responsibility of the State Librarian and the State Library Authority to make the Act work.

Chapter 3 gives "Model Rules" on some of the essential factors involving the use of professional knowledge and principles.

Chapter 4 works out a blue print for the library structure of the Madras State. It gives a picture of the "Library-Lay-Out" as it would be at the end of thirty years, when the library service of the State will be in full swing.

Chapter 5 works out the "Library Man-Power" needed to run the full-fledged library-grid of the State.

Chapter 6 is on "Library Finance". It arrives at an estimate along three different lines. It deals with capital as well as the recurring expenditure.

Chapter 7 contains hints on Local Library Development Plan. This will be of use to the Local Library Authorities as well as the State Library Authority.

Chapter 8 indicates what can be attempted within the first five-year period with the human, financial and book resources available.

CHAPTER 1

OVER-ALL VIEW

We shall first take an over-all view of the library situation in Madras today. Let us look back. Let us look around. Let us also take a peep into the future. Let us enunciate our objective in general terms. Let us examine the major difficulties experienced. Let us consider how we can overcome them. Let us chalk out a definite line of action. Drifting is of no value. We have drifted too long. Two years of drifting in these eventful years has already done much harm.

11 Pre-Independence History

It was December 1930. The Library Service Section of the First All Asia Educational Conference held at Banaras discussed and approved my first draft of *Model Library Act*. It was written out as a part of Chapter 4 of my projected book—*Five laws of library science* (1931). In the meantime, the First All Asia Educational Conference was convened at Banaras. It came off in December 1930. It had a Library Service Section. I was invited to be its Secretary. We did considerable work in that Section. We had more than 60 papers. They were printed and circulated in advance. One of these was my first draft of *Model Library Act*. A whole session was devoted to it. That draft was of a compulsory nature. Library rate was compulsory; library grant was compulsory; of course, library provision by Local Bodies was compulsory.

111 ATTEMPT IN BENGAL

That Conference at Banaras was attended by the great library enthusiast of Bengal, Kumar Munindra Deb Rai Mahasai. On my way back from Banaras, he made me spend

a day with him at Calcutta. He made me adapt my Model Library Act to the conditions of Bengal. It was done. He wished to introduce the Library Bill into the Bengal Legislature on behalf of the Bengal Library Association of which he was President. But in those days, any nation-building measure of that sort had to receive the prior consent of the Governor-General of India before it could be introduced into a provincial legislature. The refusal of consent came out promptly. The grounds of refusal were the presence of compulsory clauses.

112 FIRST ATTEMPT IN MADRAS

When I heard about this, I behaved exactly like the proverbial cat which had once burnt its lips with boiling milk. I removed all the compulsory clauses, changed all the "shall's" into "may's". I cooled the bill down to a state of inanity which would be tolerated by the Governor-General. This draft bill was introduced into the Madras Legislature in 1933 by Basheer Ahmed Sayyed on behalf of the Madras Library Association. He was a member of its Council. The Governor-General's consent could not be denied to such a harmless bill ! It was given. But what happened ? In the Legislature, many hurdles were put up. However, one good happening was that a British Director of Public Instruction was appointed a special member of the Legislative Assembly to consider the bill. Whatever was his obstruction to other national aspirations, he was a friend of library cause. He gave his full support. This exasperated another countryman of his who was the guardian (!) of Local Self-Government. He invoked all the ingenuity of an Indian Civil Service man to devise methods for killing the Bill. Linguistic jealousy helped him. At the last stage, after the Bill had come out of the Select Committee, he sprung a surprise with an extra-ordinary amendment. Here is the substance of his

amendment: If the Bill becomes an Act, the Local Self-Government Secretariat would have to spend some extra-money on stationery, postage and clerical work in corresponding-with the District Boards and the Municipalities which would become Local Library Authorities. The amendment was that the Act should make it obligatory for the Local Bodies to pay this petty sum back to the Government. We of the Madras Library Association stood dazed by this amendment. We felt that we should not set a new world-precedent in library legislation ! We wished to withdraw the bill. But, in actuality, we drifted for a few more months. The Government of India Act of 1935 led to the dissolution of the legislatures. This averted the catastrophe of a strange Library Act.

113 SECOND ATTEMPT IN MADRAS

When the first Congress Government was formed in 1938, we again revived the idea of a library act. But Rajaji, who was our first premier, asked us to wait till the Government could put through the legislature some other more pressing social legislation. We agreed. But before long the World War II began. The ministry resigned and went behind prison bars.

114 A NEW DRAFT BILL

By 1941, the adviser-regimes in the different provinces put up all kinds of development plans which included also a library development plan. These were suspected to be plans at camouflage. The Indian Library Association therefore asked me to draft a Model Public Library Bill. This was done. This draft bill was discussed and approved at the Fifth All India Library Conference held at Bombay in April 1942. This bill too was still bereft of compulsory clauses. It was a weak bill consistent with our weak position in the political world.

115 THIRD ATTEMPT IN MADRAS

It was this weak bill which I gave to the Hon'ble Shri Avinasilingam Chettiar in 1946. It was this weak bill which formed the basis of the Madras Public Library Bill. But it was considerably mangled at the legislature. That accounts for some of its defects. Other graver defects were introduced at the Select Committee stage. After our independence, I have drafted a Model Act of the right sort worthy of our sovereign status and capable of cultivating our human resources to their best. This draft had the benefit of scrutiny by Sir Maurice Gwyer and by an expert in drafting of legislation. Chapter 2 gives a comparative study of this Model Act and the Madras Act. That Chapter will disclose in detail the defects in the Madras Act.

12 Look Forward

But let us not spend too much thought on the miserable past of library legislation. We belong to today. We are preparing ourselves for tomorrow. Let us examine how to make the best of the existing Act. Let us see what is wrong in its working. Even a bad act can be worked so as to be beneficial. Its defects can be removed to some extent by the Rules framed under it. They can be removed even to a greater extent by human touch on the part of the State Library Authority. Much will depend on the personality of the first Director—the pioneer director. He can establish healthy conventions dissolving the defects in the Act. But an unsympathetic, ignorant or idle director can make even the best Act useless. A selfish director can do even of greater harm. Indifference on the part of the Minister too can produce a similar adverse result.

13 Diagnosis

Our present feeling is that the Madras Library Act is not being worked properly. Some say that it is a case

of infantile paralysis. My own diagnosis is that it is not so bad. It is only infantile rickets. It has been suffering from the moment of its birth by under-development, at several levels—administrative, directional and organisational. It has been simply neglected at all these levels. The administration has done precious little to help it to move or grow. The State Library Committee appears to have forgotten of its own existence. It is still in the long sleep of a new-born babe. When it woke up on two occasions during the last two years, it felt dazed and dropped down to sleep without doing anything substantial. Beyond the formation of the Local Library Authorities, no progress has been made in organisation. These are the visible symptoms.

14 Etiology

What are the factors contributing to this state of affairs? The history of library development in other countries can help us in answering this question. Library development has only a short history. It is not much more than a century in any country. In most countries it is less than thirty years old. Great Britain celebrated the centenary of its Library Act only in 1950. In most of the other so-called developed countries, library development based on legislation dates only from after World War I. It is therefore easy to analyse the causes likely to retard library development in the early years. Such an analysis yields the following factors :—

1. Finance ;
2. Buildings ;
3. Readers ;
4. Reading materials ;
5. Service personnel ; and
6. Managerial outlook.

141 FINANCE

Of these six factors, finance is not causing any handicap in Madras. Library-cess has been collected for the last two years. Only, the proceeds have not been utilised. There is in fact enough of accumulated funds to the credit of most of the Local Library Authorities. There is, however, one potential danger which always lurks in unspent accumulated money. Stagnant money corrodes. It burns. It corrupts. Andrew Carnegie built a mountain of dollars. To warn himself of the dangers of idle wealth, he wrote his *Gospel of wealth*. This led him to spend his savings on the establishment of nation-wide library service in English-speaking countries. It has been always my yearning and endeavour that India should get a share of his benefactions. That is by the way. From the letters I get from members of Local Library Authorities, I am able to see the disturbance which unspent library-fund has begun to cause. Thus absence of finance is not now the cause of trouble. It is only managerial outlook that needs a search.

142 BUILDINGS

Library service is intangible and incorporeal. But library building is concrete. It is something which everybody can understand. Therefore the one thing that appears to occupy the centre of attention of most Local Library Authorities is buildings. "We have money", thus men feel, "We have no library staff to be paid. There are not enough books to buy. Let us spend it on buildings." Tempting offers turn their mind on existing buildings. I don't want to state explicitly all the dangers to which such a situation is prone. You know it. You can guess it. I shall leave it at that.

1421 POSTPONEMENT

There is no urgency for buildings. Our present needs can be satisfied by renting buildings. Moreover, let me give a

warning. The building can obstruct progress in library service unless it is carefully designed. Few of our existing buildings can serve as a permanent home for our libraries. Let us not be tempted to buy existing buildings. The community can find other uses for them—uses for which their design may be quite suited. Let us postpone the question of buildings until the District Librarian comes into the picture, gains experience of the nature of the service which the district requires now and is likely to require in the future. Ten years ago I started a book on library buildings. I had the design suited to the library outlook which was in vogue in the preceding twenty years. But I find that a great change has now come over standards for library buildings. I witnessed it in the various countries which I visited during the last five years. Library design is now in the melting pot. Let us wait for a few years—i.e. until something lasting emerges. In our own country, our independence and the great and essential part which library service is expected to play in our revival are totally changing our ideas about library buildings. Let us take time to think out this problem. Let us not sink the money in brick and mortar prematurely.

1422 LIBRACHINE

We should however have a programme to get librachines to carry books from Rural Central Library to the villages and hamlets, so as to provide a mobile library. A few models suited to different kinds of terrains should be got. We should then be able to build more librachines after these models.

143 A HOPEFUL FACTOR

The proper thing to do now is to turn our thought on the other four factors consisting of men and books. Here I rejoice to find a hopeful sign. That was symbolised by the presence of the Hon'ble Dr. Krishna Rao, our Minister for Education, at the Conference of Andhra Local Library

Authorities held at Patamata in August 1952. It is his sincere desire to do well by the Library Act which fills us with good cheer. His opening speech gave us a measure of his earnestness in the matter. This is a good augury for the future. Let us think out all the other four factors and formulate definite proposals to enable the Hon'ble Minister to go forward in the matter.

1432 ANALOGY OF ELECTRO-MAGNET

I should like to begin by reminding that a library is essentially a social institution. It is charged with the democratic function of providing, for one and all of the citizens, opportunity to grow mentally. Indeed, I call a library a Trinity. The three members of the Trinity are (1) Readers; (2) Reading materials; and (3) Staff. Not any one of these factors is by itself a library. A collection of books is not a library. It becomes a library only at those hours in the day when the readers and the books are brought into productive purposeful contact in a personal way by the staff of the library. A library is like an electro-magnet. We have an electro-magnet only at moments when the soft-iron core, the coil of wire and the electrical current are brought into integral relation. So it is with a library. It exists only when readers, reading materials and staff are brought into integral relation. Let us consider each member of this trinity.

144 READERS

We are beginning to work our Library Act at a time which is far more favourable than it has been in any other country in the first years of its own library act. The endeavour of Mahatma Gandhi—the Father of the Nation—culminated five years ago in our independence. This has filled our people with great hope. They have been mentally activated. Their intellectual hunger is unmistakable. I

witnessed it when I was touring in the interior of the West Coast districts. I saw it in the sparkling group of young men and women—mostly non-English-knowing, non-university persons—attending my class on the “Philosophy of Social Education” under the auspices of the Delhi State Adult Education Association. I saw it also in those who attended my classes in two other years under the auspices of the Social Education Department of the Delhi Municipal Council. The great mental hunger of our hitherto uneducated people is in evidence everywhere. The long and sustained work of the Andhradesa Library Association and of the Madras Library Association has made our people look to books for information, entertainment and inspiration. They have become library-minded. People have begun to realise the value of books. They ask for books to be read to them. They ask for books on a variety of topics. This I have witnessed in the rural areas of the Madras State. I have seen it also in Ahmedabad, Bombay, Calcutta and Delhi. The first member of the Trinity is thus already there in a potential form. We have only to start service to make it manifest itself.

15 READING MATERIAL

But we are not in that fortunate position in regard to the second member of the Trinity—the books and other forms of reading and kindred materials. Our languages have been paralysed during the last two hundred years. In a book on Africa, a social worker has described the effect of an alien rule on a people. The greatest tragedy brought about by imperialistic exploitation is not the loss of freedom ; it is not even the economic loss ; but it is the crippling of the language of the people. This crippling is caused by the imposition of an alien language for the communication of all worth-while thought, its imposition even as the medium of thinking among the creative thinkers of the nation. It is such a state of

affairs that has paralysed our languages. No doubt this became possible because we have been lying in a state of cultural exhaustion, after a long period of active cultural life. As a result, we have few books on current thought suited to the needs of adults in different levels of mental ability.

151 STATE LIBRARY COMMITTEE

ITS FIRST TASK

Therefore the first charge on the attention of the State Library Committee is the stimulation of the production of reading materials. We should draw up a plan for publication of books on current thought in each of the South Indian Languages adapted to the requirements of adults. This plan should take into account the capacity of the existing publishing houses and their willingness to change over partially from school text-books to books for adults. It should give or indicate whatever assurance would be possible to make it worthwhile for the publishers to make this change-over. The Madras Library Association made some attempt along these lines twenty years ago. It endeavoured to have a conference of publishers to consider this question. The publishers said that there was no market for such books. The Public Library Act has now created a potential market. It is the business of the State Library Committee to mobilize this latent market. It should make it a patent one.

1511 DISCOVERY OF AUTHORS

The State Library Committee can play some part in discovering authors to write books for adults. I believe that our community is not lacking in potential authors. Till now our political status and indifference to mass education and authors alike kept them out of sight. But the beginnings of our renaissance during the last twenty years have already brought to surface the new voices in our languages. Our

weeklies, such as the *Ananda vikatan*, have acted as probes to locate them and to bring them into activity. Perhaps it is only acute businessmen who can act in that way. The State Library Committee should use the services of such businessmen in discovering our authors.

1512 ILLUSTRATION

An essential part of books for adults—books for public libraries—is illustration. Even the most educated among us—even the most bookish among us—instinctively prefer a well-illustrated book to one without illustration. The art of book-illustration has made great progress during the last twenty years. Here again our enterprising weeklies have demonstrated the existence of gifted artists among us. These artists have been brought into service by them. The State Library Committee should utilise their services.

1513 METHODS OF DISCOVERY

Co-operation with the business enterprise has already been mentioned as one of the methods of discovering the authors and illustrators. The State Library Committee may adopt other methods also. They can institute prizes for best books. This is a method very much in vogue even today even in so called developed countries. Subjects may be announced in which books are invited for competition. It should be left to authors and illustrators to form their own partnership in competing. A less disturbing, more delicate, and humane method will be for the State Library Committee to award prizes to authors and illustrators of books that have sprouted spontaneously from their brain and heart and found acceptance among the public.

1514 LAY OUT OF SUBJECTS

In the formative years through which we are passing, until the book market has got into the full swing of the law of

supply and demand, the State Library Committee will have to draw up lists of subjects on which books might be written during the year. It should be a suggestive list and not a compelling or restricting list. This method may be necessary for some years to ensure that the field of knowledge is covered from year to year in a balanced manner.

1515 PHYSICAL PRODUCTION AND MARKET

The physical production of books for adults may be done by diverse agencies. The State Library Committee may mark certain books for production by the Government Press. It may entrust the production of the others to the book trade.

1516 CO-OPERATION

The State Library Committee should insist on the latest methods of processing being used in printing illustrations. Usually the cost of the books indicated above will therefore be great on account of illustrations. To bring the cost down, one method will be for the State Library Committee to co-ordinate the production of books in all the South Indian languages. It can so arrange that the same blocks are used in similar books in all the languages of South India. I need not go into its details. It is a simple problem in business-organisation. I know that it can be done. Even greater economy can be secured by the State Library Committee co-operating with similar agencies in all the other linguistic areas of India. I have devoted considerable thought to this important problem in the economics of book production. During the war, I induced an American friend to persuade American publishers to lend us blocks. The friend was making negotiations. After the war, that kind of help is not easily forthcoming from outside. We can make up for this, by co-ordination and co-operation within this State and country.

1517 MIXED AGENCY

All the aspects of book-production in our languages — books suited to the needs of adults at different removes from illiteracy — have been described in detail in my recent book *Social education literature, for authors, artists, book-trade, educationists, librarians and Governments* (Indian Adult Education Association, English series 5) 1952. It analyses the qualities of books from several angles. It discusses the outlook and style expected of authors and artists. It appeals to the several wings of the book-trade to do its best with a patriotic outlook. It examines elaborately the part to be played by the State — the transitory as well as the permanent part. It points out the possible dangers to be expected from the irresponsible bureaucracy inherited by us. It lays out a scheme of phase-diffraction of the different phases of book-production. It makes out a case for the work to be entrusted to a Mixed Agency consisting of Private Business Enterprise and Government Representatives.

16 Service Personnel

Next to the scarcity of reading materials, we have scarcity of service personnel. This is a very serious cause for the setting in of ricket in the working of our Library Act. Few realise this casual factor. It is time that it is realised.

161 READING HABIT

We have to remember that books are artificial entities. We are at home in seeing things or pictures of things. Conjuring up the picture of a thing by looking at a pattern of phonetic symbols causes strain. It requires considerable habit to feel at home with books. This habit should be formed, no doubt, in school years. But in our country the experience of most of us in schools leaves us often with a dislike of books rather than with a love of them.

162 ITS ABSENCE IN INDIA

There is, therefore, need for personal canvassing to get readers for books and to make readers take to books. In the case of neo-literates, this necessity for personal persuasion will be even greater. This work cannot be done well without training. Again, to find every reader his book, to find also every book its reader, and to save the time of the reader—to organise a collection of books so as to make all this possible—a considerable amount of technique is needed. To know this technique, it will need training for a long period.

163 TRAINED PERSONNEL

Thirdly, the Library Act is only a blue print. The details are yet to be worked out. The Act has set up only the barest skeleton for organisation. The flesh and the bones are yet to be grown. The organisation of a comprehensive library service for a State is a specialised task. Considerable experience has been gained in this task in several countries of the world. It is unwise to allow avoidable wastage, and to depend solely or largely on the primitive method of trial and error. On the other hand, the State Department of Libraries and each District Library System can be organised and run more economically, productively and progressively, if intensive training is given to the professional personnel.

164 THREE LEVELS

I have gone into this question in great detail in my *Library development plan* (University of Delhi publications, library science series, 2) 1950. Here are the essential findings. There is need for professional training at three levels. The total number of men who will be required in each level when library service puts on full steam and the number of persons in each level who should be trained each year are calculated in chapter 5. The following table gives the result of that calculation.

Name of level	Ultimate total strength required		Number of persons to be trained each year
	By calculation	In round figures	
Semi-professional ...	5,539	5,700	190
Non-Leader ...	349	360	12
Semi-Leader ...	59	60	2
Leader ...	28	30	1

1641 SEMI-PROFESSIONAL LEVEL

The semi-professional men are to be trained primarily in the modern outlook of library service and in methods of serving books. It is sufficient if they know just enough of technique to understand and apply the instructions given in a book like my *Library manual* (Indian Library Association, English series, 3) 1951. Their general qualification may be like that of an elementary school teacher. Their period of training need not exceed three months. The library association of each linguistic area may be asked to conduct the training course once in a year during the summer holidays. Only 40 or 50 will have to be trained each year in each linguistic area. At the end of the course, they may be given a Certificate in Library Science.

1642 NON-LEADER LEVEL

The Non-leader, professional men should in addition be trained in the technical process of book selection, classification and cataloguing. Their general minimum qualification should be the possession of a degree of a University. The course will have to extend over an academic year. Ten such men will have to be trained each year. Their training is best entrusted to selected Universities in the State. At the end of the course they may be given a University Diploma in Library Science.

1643 LEADER'S LEVEL

The leaders should no doubt be adepts in routine technical work and reference service. They should in addition be well-trained in Library Organisation, the working of the Library Act, and the co-ordination of the development of the entire library system of the State. These should be men with initiative. These should not only be chosen from among the best of the university men ; but they should also be given an intensive course on all aspects of Library Science, extending over a period of two years. On an average three such men may have to be trained each year. Obviously, it is not economical for each State to set up a College of Library Science for this purpose. A wise course will be for all the States to send their persons for training to an All India College of Library Science which gives this advanced two years' course. The University of Delhi provides such a course. It also provides for a Doctorate in Library Science. The more enterprising of the men in the third level should be encouraged to take a Doctorate.

165 METHOD OF RECRUITMENT

The mode of recruitment and the group from which recruitment should be made should necessarily vary for the different levels of personnel.

1651 SEMI-PROFESSIONAL PERSONNEL

Some of the semi-professional personnel will have to be part-time workers for some years. It is therefore best to recruit the staff necessary for each branch library and travelling library, from among the elementary school teachers of the locality concerned. The State Library Committee should work out a scheme by which men may be recruited for training from various districts in such a way as to meet the actual demand. It should specify which centres should select and depute men for training in any year. The responsibility to select the most

suitable persons should be in the hands of the respective localities. They should be recruited preferably from among local people.

1652 TECHNICAL PERSONNEL

The technical personnel will work mostly in the District Central Libraries. It is therefore necessary that the recruitment should be from among the people of the district. The District Library Authorities should recruit these persons according to the number fixed each year by the State Library Committee. It is very desirable that there is no unnecessary transfer of the technical personnel from one district to another. During the British period a very wrong system was introduced. According to this, no person should be left in one place for more than three years. Perhaps it is necessary where there is room for handling of money or exercise of power is involved. But in library technical work, neither of these is involved. The longer a person stays in the same place, and what is more if it is his own district, the more likely he is likely to add to his efficiency and interest in the work.

1653 LEADERS

The leaders of the profession stand on a different footing. A district may be too small an area from which the leaders for any service within the district can be recruited. Their recruitment should be on a State-Wide basis. In the present set-up of the Madras State, it will have to be on the basis of each linguistic area. The State Library Committee should select the persons for training on a competitive basis. Each year five persons may be recruited and deputed for training. In the first year, one may be recruited for each of the linguistic regions and one for the State Central Library. From the second year onwards, two may be recruited for the Tamil and the Andhra areas respectively and the fifth for the State

Central Library. From the fifth year, the number may be suitably changed.

166 STATE LIBRARY COMMITTEE

Its Second Task

The second point on which the State Library Committee should exercise great vigilance is :—

- (1) To determine the quota of men to be trained in each year in each of the three levels ;
- (2) To lay down the qualifications for persons to be trained at the different levels ; and
- (3) To lay down the conditions of service for the various grades of library personnel.

1661 VARIATION OF QUOTA

The quota for annual training given at the end of section 6 is only the average which will be reached when library service puts on full steam. In the earlier years more leaders will have to be trained each year and even more technical men. Perhaps the number of semi-professional men to be trained will be smaller in the earlier years than the average given in section 6. The fixing of the quota for training in each level is a very important task.

1662 GLOBAL DEVELOPMENT

No step should be taken in the establishment of library service or its extension except in the measure of the number of men who can be trained each year. Reciprocally, the number of persons to be trained at each level will have to be determined in terms of the money available for the expansion and the rate at which expansion can take place. In fact the development of Library Service should be viewed globally from the angle of finance available, literature produceable for service, and the strength of the personnel that can be trained. This

global development should be the most important task of the State Library Committee.

167 THE MINISTER

The success in making the Library Act work will depend essentially on the first State Librarian and the first District Librarians. They can make or mar the development of Library Service in the State. They occupy the key positions. The Education Minister should have their recruitment and the arrangement for training them in his own hands. The normal red-tape method of appointment of officers, suited to recruitment of men to run a long-established, rigid or perhaps even petrified machinery, will not be suited to the recruitment of the pioneers, who should blaze a new trail in a new kind of social service, the right for which the people are not aware of. It is only a man with profound self-discipline, searching conscience, an elevated scale of values, unsparing industry, and unbounded faith in democracy, that can put life into the Library Act. Normally he should be a man between 30 and 40 years, of proven ability, character and drive. He need not necessarily be taken from the educational service alone. If the Minister for Education can succeed in selecting the first State Librarian in the right way, the success of the working of the Library Act will be assured.

168 PRE-TRAINING vs POST-TRAINING

There is an important question of policy which the Minister for Education should lay down. It is in regard to the training of the entire library personnel. For long established services, the law of supply and demand has established itself more or less in a steady state. The public know the market more or less definitely. Generally, the number of vacancies which will arise in a year is large. In these conditions recruitment can be confined to persons who have trained themselves for the work in anticipation. But in library service,

there is no market formed as yet. It is too young for the market to be determined by the vacancies to get created by efflux of time. There is no steady plan by which new posts are created. Moreover, the tradition in the country has been such that work in a library is equated with work of what is known as "Lower Division Clerks". Therefore, there is no chance for the right type of persons taking the right kind of training on their own initiative and in anticipation of vacancies. In these circumstances, it is nothing but a blind fulfilment of a ritual to advertise for men with a Diploma or Degree in Library Science. The correct procedure should be to recruit men, who have general ability and the requisite general educational qualifications and aptitude for the work, and then depute them for training. Whenever a new social service is started by the State, this has been the only right approach to recruitment. Years ago teachers were recruited and deputed for training in this manner.

17 Managerial Outlook

An over-all initial factor needing attention to make the Madras Library Act work is helpful, informed, and enterprising managerial outlook. The success of the Act will depend in no small measure on the Local Library Authorities. From the conversation I have had with their delegates at the Patamata Conference of September 1952, and elsewhere, I am fully satisfied about their enterprise. I am equally satisfied about their willingness — nay, eagerness — to be helpful. But from their sincere questions and from the correspondence with the Local Library Authorities of some districts of the State, I am able to assess their eagerness to have correct information regarding the efficient way in which the provisions of the Act should be implemented in their respective areas. Absence of correct information within their access is due to no fault of theirs. They are new to the work. Library Act is new to our country. Let us not forget that the Madras State is

the first to have a Library Act in our country. Most of the members of the Local Library Authorities have not had the opportunity to taste and to draw help from a properly organised library service. They did not have it for the simple reason that there was no public library service when they were young. They did not even have a good school library service. In spite of all these handicaps, they are fully convinced of the importance of a State-wide Library Service for the development of the State. Nor are they members of the library profession. Therefore they have had no opportunity to know of the way in which Library Acts are implemented elsewhere. Even if they knew it, they are busy persons who cannot find time to adapt those methods to suit local conditions and needs.

171 NEED FOR JOINT DELIBERATION

It is therefore necessary that some method should be found to fill up the lacuna in the set-up for making the Library Act work. One method will be joint deliberation by members of the Local Library Authorities. In that joint deliberation, the *a priori* and common sense ideas of some, the experiential ideas of the few, and the slightly better knowledge which members of the library profession are likely to have, can be pooled together; some operative principles can be arrived at; and these principles may be applied to each district. The further deliberation can take into consideration the experiences gained in so applying them. In this way a plan may be worked, in detail, say, for the next five years and for a longer period in general outline. This process of pooling together the experiences available in this country may not take more than two weeks. -

- 172 STARTING POINT

As a starting point for such a joint deliberation, the tentative draft of model development plan given in chapter 8

of this book may be used. I had furnished a similar plan to the Government of Madras in 1949. Evidently it has been buried amidst its archives and lost sight of. If unearthed it may perhaps be used. Or some other person may give a draft development plan as the starting point. The draft development plan, whichever is adapted, should be backed with a carefully worded working paper to focus the deliberations of the meeting unerringly on the situation to be met. The later chapters of this book provide the necessary data specific to the Madras State.

173 SEMINAR

One of the methods, devised during recent years to get started on new ventures—particularly Social Services such as library service—is known as the ‘Seminar-Method’. I had worked as a member of the Faculty of the International Seminar for Public Libraries, conducted under the auspices of UNESCO in Manchester and London in 1948; and as the General Secretary of the Indian Adult Education Association, I have prepared working papers for seminars on diverse problems. I had also taken part in a seminar on the history of sciences conducted in Delhi in 1950 under the auspices of UNESCO. I have also participated in similar organisations in America. I can say that the seminar method is an efficient method.

1731 PREPARATORY WORK

A considerable amount of preliminary work should be done before the seminar meets. The drafting of the working-paper should be completed and copies should be furnished to the participants at least two months in advance. To make these possible, the leader of the seminar should be appointed in good time. The working-paper should indicate the preliminary work to be done by the participants in their respective districts before coming to the seminar. There should be a questionnaire calling for certain statistical information to be brought to the seminar by the participants.

1732 WORK AT THE SEMINAR

The actual work at the seminar will be between equals. The leader and the other participants should work together as equals. In the first few days, there should be plenary meetings. In these, the working paper should be considered, amended if necessary, and finalised. Then the participants should break up into small groups. Each group should contain representatives of a few consecutive districts having similar problems and features. Each group should elect its own sub-leader. The leader should help each group to keep to the rails. Each group will prepare a detailed development plan for the respective districts. The tentative conclusions of a general nature involving new principles for consideration should be put up on the notice-board from time to time for the benefit of all the other groups. Towards the end, there should be a few plenary meetings. In these meetings, an over-all Model Development Plan should be evolved. Necessary directives should be formulated for the guidance of the Local Library Authorities, the State Librarian and the State Library Authority. Arrangements should be made by the Government to edit and publish the proceedings of the seminar.

1733 LEADER'S ROLE

It must be emphasised that the leader's role should be that of a remembrancer. His motto should be in the words of Sita "I remind you. I do not instruct you."

174 AVOIDANCE OF DISTRACTION

The work of the seminar should be of a continuous and intensive kind. For nearly nine hours in the day, the groups or the whole body meet and discuss. At other hours—in walks, in playground, and at dinner-table—informal personal discussion continues among the members. In fact, the ideal to be followed is as described in the *Gita*. Chapter 5, verse 85.

Though seeing, hearing, touching, smelling, eating, walking, sleeping, breathing, speaking, dropping, catching, winking, one should be in perfect rhythmic response to the subject of pursuit.

पश्यन्-शृण्वन्-स्पृशन्-जिघ्रन्-अश्रन्-गच्छन्-स्वपन् ।
 प्रलपन्-विसृजन्-उन्मिषन्-निमिषन्-अपि ।
 ब्रह्मण्याधाय कर्माणि संगं त्यक्त्वा करोति ।

175 VENUE

To make this possible, the venue of the seminar should be carefully chosen. It should not be a busy city or a big town, full of distractions. It should be a quiet country-place. But it should have the necessary amenities to make the participants feel at ease. The participants and the leader should live under the same roof throughout the period of the seminar. A major village or a small town is indicated as a suitable venue. A school or hostel building should be chosen for the boarding, residence and work of the leader and the participants.

176 AIDS

The Government should arrange for adequate aids to the seminar. The aids should include sufficient secretariat staff. They should be equipped with type-writing machines and duplicator equipment. There should be stenographers. The decisions of the various plenary meetings, group meetings and committee meetings should be promptly typed, duplicated and distributed to the participants. This should be so prompt that there is no delay whatever in carrying the work of the seminar forward from meeting to meeting and from day to day. The aids should also include proper provision for boarding, lodging, games, pastime and social evenings.

177 FOLLOW-UP WORK

After the seminar, each Local Library Authority should work out a suitable Local Development Plan. These Local Development Plans should be considered by the State Librarian, the State Library Authority, and the Minister. They should finalise each Local Development Plan taking into consideration the rate at which reading materials could be produced, library personnel could be trained, and library equipment could be made. Due weight should also be given to the finance that can be raised for the purpose. A careful time-table for development should be drawn up. This work will take about a year. It is only thereafter that the Local Library Authorities should begin to start service. Once in a year after that, the State Library Authority may convene conferences of representatives of the Local Library Authorities to review the progress made and to make any modification in the plans, which may have been suggested in their actual working. After about five years, there may be need for another similar seminar to work out a plan for a further leap forward.

CHAPTER 2

MODEL ACT AND MADRAS ACT

This chapter gives :

1. the Model Library Act as finalised in section 72 of my *Library development plan, thirty year programme for India with draft library bills for the Union and the constituent States* (Delhi University publications, library science series, 2) 1950 :
2. the Madras Public Libraries Act 1948 (Act No. XXIV of 1948); and
3. a commentary.

To facilitate commentary and comparative study, the corresponding sections of the Model Act and the Madras Act are given in juxtaposition. The sequence of sections is as in the Model Act. The Model Act is in 12 point ; the Madras Act is in 11 point ; and the Commentary is in 10 point.

In the Madras Act, 'Province' has been replaced by 'State', wherever it occurs. The Madras Act lacks unity of idea in some of the sections. In such cases the sections are split up suitably.

Model Library Act for the State of Granthasamrajya

Whereas it is expedient to provide for the establishment and maintenance of a system of Public Libraries and for the comprehensive development and organisation of city, rural and other classes of library service in the State of Granthasamrajya.

Madras Public Libraries Act**ACT No. XXIV OF 1948.**

An Act to provide for the establishment of public libraries in the State of Madras and the organization of a comprehensive rural and urban library service therein.

Whereas it is expedient to provide for the establishment of public libraries, and the organization of a comprehensive rural and urban library service, in the State of Madras; It is hereby enacted as follows :—

COMMENTARY 0

0 : 1 The Madras Act omits the word 'maintenance' found in the Model Act. It is obvious that maintenance is as essential as establishment. The inclusion of the word in the preamble is not likely to lead to any complication. On the other hand it is necessary to emphasise maintenance. Because, we do see several institutions established but left uncared for and without proper maintenance. It is desirable therefore to mention 'maintenance' explicitly.

0 : 2 The Madras Act omits the word 'system' found in the Model Act. This is unfortunate. One of the most characteristic features of modern library development is the integration of a country's library resources and service. The importance of this feature was not realised about a century ago; nor was it provided for in the Library Acts of the nineteenth century.

0 : 21 The spread of literacy and library-consciousness has led to the incapacity of any local library to satisfy, all by itself, the Second Law of Library Science viz. "Every reader his book". Finance does not allow a library to buy a reading material likely to be in demand only occasionally. Even in case of unrestricted finance, it is unwise to lock up money in a book not required often. There is therefore a careful co-ordination in book-purchase. The volume of actual and potential demand determines whether it is economical to have a copy in each or many of local libraries, or to have

a copy in a regional Library or in a State Central Library or in the National Central Library, or whether it is wiser even to depend upon international library-loan for foreign materials for which there may not be demand, in the country taken as a whole, more than once in five or six years.

0 : 22 For such a policy of co-ordinated book-purchase to be fruitful, there should be provision for inter-library-loan at all levels. Any citizen living in any part of a city should be able to draw any book from any library within the city through his own branch library. Similarly any person living in any town or village should be able to draw any book from any library within his district through his own branch or travelling library. Again any person in a State should be able to draw any book from the State Central Library or any other library of the State through his own local library. So also any citizen of India should be able to draw any book from the National Central Library and from any other library in the country through his own local library. Finally any person living anywhere in the world should be able to draw any book from any library in any country of the world. Such a co-ordinated service can be provided for by law within a nation. Law should also provide for the possibility of co-ordination of service among the different sovereign States of the world.

0 : 23 National economy in man-power and other resources calls for some centralisation. The demand made by full-fledged library service on the man-power and the finances of a country is immense. Progress made in the theory and practice of phase diffraction of services into personal and impersonal phases, shows a way to national economy. This is to centralise most of the impersonal operations. The centralisation will have to be on State basis in some cases and national basis in others. National bibliography, classification and cataloguing require considerable time. At the same time, they are essential phases in helping the procurement and preparation of reading materials for service. Experiments in centralising these services have been made in U S A and U S S R. It has also been initiated in a quiet and informal way in Great Britain. It is not necessary for our country to go through all the wasteful nineteenth century methods

in this matter. We can, with considerable advantage, begin straightaway with centralised pre-natal treatment of books.

0 : 24 For these reasons, the libraries of a State should be regarded as an inter-communicating net-work or grid. In other words, the objective of the Library Act should be not merely establishment and maintenance of public libraries ; but it should also include the co-ordination of all the libraries, into a system. The integration may be formal in some cases ; it will have to be informal in others ; in either case, legal sanction is necessary. The omission of the word 'system' in the Madras Act therefore amounts to an anachronism. Its omission has resulted in the omission of certain important provisions in Act. These will be singled out at the appropriate places in this commentary.

0 : 3 The Madras Act omits the word 'development' found in the Model Act. Instead of 'development and organisation' it speaks only of 'organisation'. 'Organisation' can be construed to denote a statical state of library service. On the other hand 'development' emphasises its dynamic nature. Development is of the very essence of life. Static stage is a prelude to death and extinction. This is as true of a social organism or institution as of a biological organism. Although the Act may provide only for 'organisation', the life-urge of the community may be expected to develop the service. It will do so positively in the sphere of compelling physical wants. It may not be equally strong in the sphere of fleeting and non-compelling mental wants, such as need for library service. A weak urge is likely to be forgotten. Especially a clever bureaucracy may be led to use the static import of 'organisation' to thwart 'development'. The Fifth Law of Library Science, "A library is a growing organism", should be ever remembered by library authorities at all levels. The retention of the word 'development' in the preamble will act as a remembrancer and corrective.

0 : 4 The Madras Act omits "other classes of library service" found in the Model Act. This omission is a corollary of the omission of 'system' referred to already in section 0 : 2. The integration of a country's library resources and service is not to be confined to rural and city library service. It should include

also all other classes of library service, such as those of National Central Library, State Central Libraries, Academic Libraries, Business Libraries and libraries for special classes of people. All the facets of the latter classes of libraries may not come within the purview of the Library Act. But national economy and efficiency would call for some of them being made amenable to the intention of the Library Act. It is a matter of detail whether they should be brought into the scheme of integration by a compulsory section in the Act or whether the Act should merely provide for their free and voluntary co-operation. In a healthy community, co-operation will sprout spontaneously. But a legislative incentive will intensify such sprouting. It may also stimulate it when weak or absent. Sections 551 and 552 of the Model Act provide for such voluntary collaboration between various classes of library service.

0 : 5 The Madras Act changes into 'urban library service' the term 'city library service' found in the Model Act. This amounts to overlooking the indefiniteness of the denotation of the term 'urban'. The commentary sections 31 : 1 to 31 : 8 will make clear the need for distinguishing between 'city' and 'urban'.

MODEL ACT 11

Chapter 1

Preliminary

11. (1) This Act may be called the Libraries Act, 195 .

SHORT
TITLE

(2) It shall extend to the whole of
the State of Granthasamrajya.

MADRAS ACT

PRELIMINARY

1. (1) This Act may be called the Madras Public
Libraries Act, 1948.

SHORT TITLE,
EXTENT AND
COMMENCE-
MENT

(2) It extends to the whole of the State of
Madras.

(3) This section shall come into force at
once ; and the rest of this Act shall come into force on such
date as the Government may, by notification, appoint.

COMMENTARY 11

11 : 1 Sub-section 3 of the Madras Act is a practical necessity. In the earlier years of the enforcement of the Library Act, the man-power and the monetary, building and book resources of a State will not allow all the sections of the Act being brought into force at once in the whole of the State. This extra sub-section in the Madras Act is therefore quite in its place.

MODEL ACT 12

12. In this Act, unless there is anything repugnant in the subject or context :

DEFINITIONS (1) 'State Librarian' means the officer appointed by the Government of the State to perform the duties of State Librarian.

(2) 'Public Library' means a library including its branches and delivery stations established or maintained and managed by a Local Library Authority under this Act. .

(3) 'Departmental Library' means a library established or maintained by a Department of Government of the State.

(4) 'Outlier Library' means a library in the State other than those belonging to any of the above mentioned categories.

MADRAS ACT 2

2. In this Act, unless there is anything repugnant in subject or context—

DEFINITIONS (1) 'Aided library' means library declared by the Director to, be eligible for aid from the Government ;

(2) 'Director' means Director of Public Library appointed under section 4 ;

(3) 'district' means a revenue district;

(4) 'Government' means the State Government ;

(5) 'notification' means a notification published in the Fort St. George Gazette;

(6) 'prescribed' means prescribed by rules made under this Act;

(7) 'State' means the State of Madras;

(8) 'Public library' means a library established or maintained by a Local Library Authority, and includes the branches and delivery stations of such a library; and

(9) 'year' means the financial year.

COMMENTARY 12

12:1 The category 'aided library' found in the Madras Act is a historical necessity. There are already some privately established libraries open to the public. It will take several years before they can be taken over by appropriate Local Library Authorities. It is but proper and advantageous to aid these libraries and endeavour to lift up their standard. The chances for those libraries listening to the advice of the State Library Authority will increase if they are given financial aid. It is therefore proper that this transitory category of 'aided library' has been included in the Madras Act.

12: 11 But there is always a danger for vested interest to develop in such private institutions. I have witnessed its development in the British library system almost to an embarrassing and sometimes wasteful degree. In my speech at the British Library Centenary Celebration held in London on 20 September 1950, I Said: "We propose to learn by your achievements as well as your faults. But we do not propose to imitate your non-rational, efficient though it may be, pattern of local areas and local bodies in entrusting them with library powers. We hope to do something more up-to-date, something better." The reference here was to small parishes having been given independent library powers. The total library fund which a parish can raise is inadequate to give any satisfactory library service. Prof. Adam's report of the second decade of the present century brought out the futility of such small areas having independent library powers. However, the local prestige had already developed to a high pitch.

It would not allow their being deprived of their library powers. The 1919 Library Act which made each County Council a County Library Authority would not dare to merge these small library areas into the County Library Area by the fiat of law. It would only keep an open door for these small areas to come into the County Library System. Some enlightened small areas voluntarily took advantage of this provision and divested themselves of their independent library powers. Some others were persuaded to do so. A few are still keeping out. My speech referred to these obstinate small Local Library Authorities. The majority of the audience received my remark with satisfaction. The representatives of the obstinate small Local Library Authorities were far few in number to raise voices of protest against this remark. However, some felt hurt. This came to my notice in the Guildhall Reception in the evening. The Librarian of a Parish Library came to me with a meek demeanour. He introduced to me the Chairman of his Parish Library Authority. Obviously he did so under distress. This Chairman wanted to discuss with me the disapproval of independent small libraries contained in my speech. It was possible for me to elicit from him that in most cases merger with the County Library System would be an advantage. But he pleaded for his wee little parish library. He said that it was an exception. He said that due to some fortuitous circumstance his Parish Library had a large endowment. This made it quite efficient in spite of the proceeds of the library rate being as poor as in any other Parish. He pleaded that any merger would mean his surrendering this handsome endowment into the hands of the County Library Authority. I had to tell him that he had a particularly strong case to be independent. But he conceded in return that it was improper for other Parishes to resist mergee simply on the ground of prestige. Whatever he said or I might say, local prestige is likely to develop in such matters. Prestige will be preferred to efficiency. This must be guarded against.

12 : 12 It is also possible for other interests, like mercenary interest, to develop. Some adventurers with powerful personalities may bleed such aided libraries to their own private advantage. It cannot be denied that it will happen. In spite of the strings attached to the sanction of library grant, such adventurers are

notoriously capable of extraordinary predatory powers. The State Library Authority has to depend upon the bureaucracy to the disbursement of the grant. It is well-known how prone bureaucracy is to succumb to the pressure of predators. This has been fully examined in Chapter 7 of my *Social education literature* (Indian Adult Education Association, English series, 5) 1952.

12 : 13 For these reasons I do not regard the inclusion of the category 'aided library' as an unmixed good. I shall put it down only as an unavoidable evil. I say this to emphasise that the State Library Authority should always endeavour to persuade the aided libraries to merge themselves with the public library system of their area as and when the State is able to absorb them.

12 : 2 The Madras Act uses the term 'Director' in the place of the term 'State Librarian' used in the Model Act. No doubt this looks like a mere verbal change. But in the idea plane, the respective terms emphasise different functions of the officer concerned. The term of the Model Act is more democratic and dignified. The term 'Director' savours of bureaucracy. No doubt how the officer conducts himself is dependant on his own personality and outlook. Over those whose personality and outlook are not of the highest order, the designation of their office will be quite potent. I know of the Principal of a College seeking to have his designation changed to 'Director'. It is therefore desirable that the term, used to designate the office, should be one which does not suggest power, direction etc.

12 : 31 The Madras Act omits 'Departmental Library' and 'Outlier Library' found in the Model Act. This omission is a consequence of the difference in objectives between the Madras Act and the Model Act. This difference has been explained in commentary section 0 : 4.

12 : 31 Increasing dependence of governmental business on efficient library service is giving rise to the formation of libraries in each ministry and department of a Government. The necessity to maintain a research-wing in most of the departments and ministries reinforces the need for a departmental library. Such departmental libraries are in a vantage position on account of their being close to the 'throne'. There is much wastage already, due to each departmental library developing in isolation all by itself.

While service should be exclusively under the direction of the Ministry of the Department concerned, in every other matter it is an advantage to co-ordinate and to some extent even centralise. These departmental libraries should not be allowed proneness to build their own ivory tower. The Library Act should have a watch on them. There should be at least some provision for promoting co-operation among them. Its promotion should be one of the responsibilities of the State Librarian or the National Librarian, as the case may be. At any rate, the resources of a departmental library should be available to any citizen, of course without prejudice to the immediate needs of the department concerned. For these purposes, the Model Act has included 'departmental library' among the categories defined in section 2.

12:32 'Outlier Library' also is included, for a similar reason, among the categories defined in section 2 of the Model Act.

12:4 The definition of the terms 'District', 'Government', 'Notification', 'Prescribe', 'State' and 'Year' are no doubt aids in the interpretation of the Act. It is a matter of legislative practice and tradition whether such common terms should be defined in each Act or can be left to a General Clauses Act.

MODEL ACT 21

Chapter 2

State Library Authority

21. For the purpose of promoting and organizing a library system in the State of Granthasamrajya, the Minister of Education (hereinafter referred to as the 'Minister') shall be the State Library Authority.

211. It shall be the duty of the State Library Authority to provide for an adequate library service in the State of Granthasamrajya and for progressive development of institutions devoted to the purpose, and to secure the effective execution by Local

Bodies, under its control and direction, of the national policy for providing adequate Library Service in every area.

COMMENTARY 21

21 : 1 A comparison of the later sections of the Model Act and the Madras Act will show that most of the powers assigned by the Model Act to the State Library Authority (=Minister of Education) have been assigned by the Madras Act to the Director of Public Libraries. This is a dangerous deviation from the Model Act.

21 : 2 The Minister is charged with implementing the intention of the legislature of the State, and ultimately of the community at large. By convention, he holds office only at the confidence of the legislature. He is appointed only for a limited period. He is thus on trial all through his period of office. He has to keep himself in close touch with the larger events and trends in the life of the community. He must use this knowledge to promote the betterment of every section of the community equably. He is therefore sensitive and responsive to public reaction.

21 : 3 The Director, on the other hand, is a member of the bureaucracy. A member of the bureaucracy occupies his place for a long stretch of time. In this sense the bureaucracy is said to be permanent. It is 'protected'. It has no direct responsibility to the community. It has a tendency to insulate itself taking advantage of hidden fortuitous power and protection. Bureaucratic life shortens vision. Statesmanship thins out to a vanishing point. Substance may be missed. Rituals may be magnified. Sympathy may evaporate away. The corruption of spirit may be too elusive to be pointed at. It may not be cured until a disastrous crisis develops. Apart from this general tendency of bureaucracy, in India today the bureaucracy has an additional handicap. For the foreign State has bequeathed to us a bureaucracy built by it with practically no fear of the community. Successor-bureaucracy may continue the old tradition. This it may do in spite of its being manned by persons without having had initiative and large-scale organisation and therefore being less efficient. If legal power is vested in such a bureaucracy, the Minister may find it difficult to make it more

efficient, responsible and humane. Absence of sound tradition and the unfamiliarity of Ministers to their work will make the situation even more difficult.

21 : 4 Library Legislation — in fact every legislation in the Indian Republic — should take this into consideration. Too much power should not be vested in the bureaucracy. No doubt even if it is vested in the Minister, the bureaucracy will have its own way of virtually wresting it from him. But this cannot be a reason why law itself should place all the power in its hands.

21 : 5 Section 211 of the Model Act emphasises the responsibility of the Minister. The later sections spell them out in detail. In this connection the following extract from my speech at the British Library Centenary of 1950 will be of interest : “We propose to learn by your achievements as well as by your faults. We do not propose, for example, to keep the Minister of Education severely out of the bounds of library matters (cheers).”

MODEL ACT 22

22. To help it in the discharge of its duties, the State Library Authority shall appoint a State Librarian, lay down the conditions of his services and provide him with the necessary establishment.

STATE
LIBRARIAN

MADRAS ACT 13

APPOINTMENT
OF DIRECTOR

4. The Government shall appoint a Director of Public Libraries for the State.

COMMENTARY 22

22:1 The remarks made in commentary section 12 : 2 explain the possible implications of the term ‘State Librarian’ of the Model Act having been changed to ‘Director’ in the Madras Act.

22:2 The Madras Act omits the words “lay down the conditions of service and provide him with the necessary establishment.” Considerable mischief has already flown from the omission of these words. When the then Minister for Education discussed with me in 1949, this official modification of my Draft

Library Bill, he disclosed to me the intention to make the Director of Public Instruction *ex-officio* Director of Public Libraries. I protested against this. I pointed out to him that the Library Act would then turn out to be a still-born baby of his. The Director of Public Instruction was weighed down and bound by a century of rigid tradition; the volume of work was already beyond the capacity of a single office; and he has been accustomed to deal with the education of children, boys and girls needing no persuasion. Therefore, he would be the least competent

- (1) to develop and nurse a new-born and new type of educational service, depending on persuasion;
- (2) to find the necessary time and mental set up to figure out all the steps needed to make the Act a success; and
- (3) to make the social service of libraries acceptable to free adults.

The Minister saw the point. He changed the wording a little so that the bill itself did not suggest that the Director of Public Instruction should be the Director of Public Libraries. I blindly accepted the form now found in section 4 of the Madras Act. I was not then wary enough to insist that the words omitted from the Model Act should also be included.

22 : 3 What has happened in the implementing of the Act? The Director of Public Instruction has been appointed Director of Public Libraries. No doubt a Special Officer has been appointed to look after the library functions of the Director. The result is that in this very important formative stage of this new social service the Special Officer can have no official access to the Minister. Every proposal by the Special Officer is screened by an hierarchy of Assistant Directors, Deputy Directors and Joint Directors of Public Instruction and finally by the Director of Public Instruction himself—all senior in age and status to him. By the time it comes out of this last stage, all the library life has been kept down and only mere ritual, rigid, unhelpful proposals reach the Minister. This is tragic. This has led to slowness, almost amounting to stagnation, in the implementing of the Madras Act. Even when the Special Officer is a mature and unusually organised powerful personality with considerable drive and missionary zeal, he may not be able to achieve much unless

he is made an independent head of a separate department with direct access to the Minister.

22 : 4 I fondly wish that I had insisted upon the retention of the words " lay down the conditions of his service and provide him with the necessary establishment ". I do realise that even with these words this section might have been wrongly implemented. But anyhow these words would have provided an additional safeguard. The probability for the right thing having been done might have been increased by the retention of these words.

MODEL ACT 221

221. Subject to the control of the State Library Authority, the State Librarian shall

DUTY OF
STATE LIBRA-
RIAN

1. manage the State Central Library ;
2. superintend, direct and deal with all matters relating to the Copyright Act and to the maintenance and service of the materials deposited with the Government under the said Act ;

3. superintend, direct and deal with the exercise of powers and the performance of duties by Local Library Authorities under this Act ;

4. centralise all impersonal technical work such as acquisition, classification and cataloguing, and co-ordinate the service and maintenance of reading materials in the public, academic, departmental and outlier libraries of the State ;

41. maintain the state Register of Librarians ;

5. submit to the State Library Authority an annual report on the progress and the working of the library system in the State ; and

6. generally assist the State Library Authority and carry on the correspondence and exercise the

powers assigned to him by it in the discharge of its duties and the exercise of its powers in regard to this Act ;

MADRAS ACT

He (Director) shall, subject to their control—(a) manage the central library, being a library constituted by the Government as the central library or an existing Government library recognized by them as the central library, together with the branches of such library ;

(b) superintend and direct all matters relating to public libraries ;

(c) declare, in accordance with the rules made under this Act, what libraries are eligible for aid from the Government and superintend and direct all matters relating to such libraries ;

(d) superintend and control the work of all Local Library Authorities under this Act ;

(e) submit to the Government every year a report on the working of libraries under this Act in the previous year ; and

(f) perform such other duties and exercise such other powers as are imposed or conferred by this Act or the rules made thereunder.

COMMENTARY 221

221 : 1 The Madras Act and the Model Act agree in providing that the State Librarian should manage the State Central Library. But in actuality as stated in commentary section 22 : 3, the Director of Public Instruction, has been made *ex-officio* State-Librarian. Obviously he does not belong to the library profession. He cannot therefore manage the library. He may not even visualise that a library profession exists. With the result, it has not even occurred to him to ask his Special Library Officer to manage the State Central Library on his behalf. What is the result? The Special Library Officer has no contact either with reading

materials, or with readers, or with the problem of serving readers with reading materials. He merely becomes a red-tape bureaucrat.

221 : 11 The Librarian in-charge of the State Central Library constructs a prestige-shell about himself. If any suggestion emanates from the Special Officer for Library Service, he rejects it as impractical ; or even if it is wise, it is repelled by his prestige-shell. In this quarrel within bureaucracy, the public suffers. The intention of the Act gets frustrated. The Minister is either unable to diagnose the disease or feels powerless to cure it.

221 : 2 The Madras Act omits the second category among the duties of the State Librarian, prescribed by the Model Act, viz., copy-right functions. But section 19 of the Madras Act does refer to this problem. We shall comment on this when we deal with this in sections 52 to 523 of the Model Act.

221 : 3 Category (*d*) in the Madras Act is virtually the same as category 3 in the Model Act. The need for category (*b*) in the Madras Act is not clear. This category seems to be tautological when read with category (*d*).

221 : 31 The Madras Act uses the word 'control' in the place of the words 'direct and deal with' found in the Model Act. The word 'control' savours too much of interference with local autonomy. It cannot be claimed that nothing serious has been meant by this verbal change. Because the official Bill used only the word 'direct'.

221 : 32 There is already evidence that there is undue interference with the autonomy of the Local Library Authorities. Far from giving guidance and help—directions—regarding the best way in which the Local Library Authorities can perform their duties, there is only frustating 'control' over the few live Local Library Authorities which think and act. There is clear evidence of interference even in the selection of books by Local Library Authorities.

221 : 33 It is open to the Minister of Education to give direction to the State Librarian not to take undue advantage of the unhappy word 'control' in the Act. But the experience during the last three years definitely indicates that this term should be removed when an amendment of the Act is attempted.

221 : 34 A Local Library Authority too should not develop allergy against the use even of the words "superintend, direct and deal with" found in the Model Act. Because, for the maintenance of the autonomy of a Local Library Authority, vigilance is always necessary. Such necessary power should be exercised by the State Librarian only in exceptional cases. Normally a provision like this should be a dead letter. The tendency to draw deductive inferences from the principles, either of autonomy or of the need for central direction, should be avoided.

221 : 35 Undoubtedly the basis of confidence of Local Library Authority should be the conviction, not that the State cannot, but that the State will not use such powers adversely. It must rest in other words not upon the law but upon the convention.

221 : 36 There are two conditions for the establishment and the continuation of such a happy state of affairs. On the one hand public opinion, ministers and officials must continue to value Local Library Authorities, to understand in broad outline their purpose and the conditions of their successful working. On the other hand, the Local Library Authorities on their side must be reasonably responsive to general public needs, reasonably quick to put their own houses in order, and rise to the need of the times.

221 : 4 The Madras Act has no category, among the duties of the State Librarian, as the one shown in category 4 in the Model Act. The importance of this category has been already brought out in commentary section 0 : 1 and its sub sections, and commentary section 12 : 3 and its sub-divisions.

221 : 41 The Madras Act makes no provision for Register of Librarians as the one provided under category 41 of the Model Act. This lacuna can, however, be removed by framing suitable rules under section 18 of the Madras Act. A model set of rules for the maintenance of the Register of Librarians is given in Chapter 3 section 33.

221 : 5 Category (e) in the Madras Act makes the annual report of the State Librarian cover only "the working of libraries under the Act". But the Model Act expects the annual report to cover a wider range. Indeed it is expected to deal also with the

departmental libraries and outlier libraries such as academic and business libraries and libraries for special classes of people. This is but a corollary of the larger range indicated in the preamble to the Model Act.

221 : 6 Category 5 in the Madras Act omits the words 'generally assist the State Library Authority and carry on the correspondence.'

221 : 61 This is perhaps due to the intention or the obligation of the Minister of Education to work partly through the Secretary for Education and partly through the State Librarian. It appears to me that this is equivalent to having a fifth wheel to a carriage. This is an inheritance from the British set-up in bureaucracy. It is time that our governments step out of this rut. Considerable delay and vexatious situations can thereby be avoided.

221 : 62 But, alas ! the Cabinet of Ministers has not yet found its feet as against the well-entrenched bureaucracy. Recent development in the university sphere demonstrates the disastrous way in which the Cabinet is allowing the bureaucracy to encroach and eat away the autonomy of universities. The Union Government is the worst sinner in this respect. The Uttar Pradesh Government has started emulating the Union Government in this matter. When the bureaucracy has now developed enough influence to molest and to swallow the autonomy of even a statutory body like a University, it is doubtful whether it will give way to what it would like to keep as a subordinate limb of itself.

221 : 63 But if the Cabinet does not develop courage to stop this encroachment of the bureaucracy, most of its proposals for social service of every kind will be prevented from reaching the community in the intended measure.

221 : 7 Category (c) in the Madras Act is absent in the Model Act. It relates to aided libraries. But in view of commentary section 2 : 1 it prescribes a necessary function.

221 : 71 On account of the almost wooden manner in which a power like this is usually exercised by bureaucracy, an aided library may be unwilling to take aid and submit itself to the superintendence and direction of the State Librarian.

221 : 72 At the same time it is not possible to do away with this provision. This is indeed a provision in abundance of caution to see that public money is not diverted to unintended directions.

MODEL ACT 23

STATE LIBRARY COMMITTEE	23. There shall be a State Library Committee for the purpose of advising the State Library Authority on all matters arising under this Act.
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MADRAS ACT

STATE LIBRARY COMMITTEE AND ITS FUNCTIONS	3. (1) A State Library Committee shall be constituted by the Government for the purpose of advising them on such matters relating to libraries as they may refer to it.
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COMMENTARY

23 : 1 The Madras Act substitutes the phrase 'on such matters relating to libraries as they may refer to it' in the place of the words 'on all matters arising under this Act' found in the Model Act. This is not happy. This will lead to autocracy.

21 : 2 The State Library Authority should not be reluctant in this manner to allow the State Library Committee from giving advice on any matter connected with libraries, which in the opinion of the latter needs attention.

23 : 3 Since our independence, there have been several such committees appointed by Governments, to my knowledge, to tow the line for them. If a committee did not reduce itself to a rubber stamp, Governments had put them in cold storage. They have abstained from referring any matter to them. In fact meetings are not convened for years.

23 : 4 The committee generally behaves like "yes" men. If any particular member points out irregularities or inefficiency or the failure to render the intended service to the community, he is easily removed. In this way the committees become "pocket-committees". This is certainly a mockery of democracy. Unfortunately this is becoming chronic.

23 : 5 Such a chronic infection should not be allowed to invade the State Library Authority. To protect the State Library Authority from such an infection, the mischievous words found in the Madras Act should be removed. Pending their removal, the Rules in Chapter 5 of the Rules should take care of this question.

MODEL ACT

MEMBERSHIP 231. The State Library Committee shall consist of :—

1. The Minister ;
2. The Minister in charge of Local Self-Government ;
3. The State Librarian ;
4. The Director of Education ;
5. Two persons elected by the State Legislature ;
6. One person appointed by the Government from among its secretaries and the heads of its departments ;
7. One person appointed by the Executive of each of the Universities in the State ;
8. One person appointed by the Executive of a Library Association of the State approved by the Minister for this purpose ; and
9. One person with special knowledge of Library Science appointed by the Minister.

MADRAS RULE

2. (1) The State Library Committee (hereinafter referred to as the Committee) shall consist of
 - (i) the Minister in charge of Education (hereinafter referred to as the Minister);
 - (ii) the Minister in charge of Local Administration ;
 - (iii) the Director of Public Instruction (ex-officio Director of Public Libraries, hereinafter referred to as the Director);

- (iv) the Special Officer assisting the Director in the administration of the Act (hereinafter referred to as the Special Officer);
- (v) two persons elected by the State Legislature, one by the Legislative Assembly and the other by the members of the Legislative Council ;
- (vi) one person nominated by each of the Syndicates of
 - (i) the Madras University, (ii) the Andhra University, and (iii) the Annamalai University ;
- (vii) one person nominated by each of the executives of
 - (i) the Madras Library Association, (ii) the Andhradesa Library Association, (iii) the Kerala Library Association and (iv) the Kannada Library Association ;
- (viii) one person with special knowledge of matters relating to libraries nominated by the Minister ;
- (ix) one person nominated by the Minister from among the members of the Local Library Authority of the City of Madras ;
- (x) two persons nominated by the Minister from among the members of the Local Library Authorities of the districts.

COMMENTARY

231 : 1 The Madras Act has omitted the section on the membership of the State Library Committee, found in the Model Act. It has indeed left it to the care of the Rule-making powers of the Government.

231 : 2 Chapter 1 of the Rules, made by the Government under the Act, prescribes the constitution of the State Library Committee in rule 2 (1).

231 : 3 This prescription closely follows the prescription of section 231 of the Model Act. But the differences are significant.

231 : 4 The change in the sequence between State Librarian and the Director of Public Instruction is significant. Moreover the State Librarian is definitely shown here to have only the

status of assisting the Director of Public Instruction in the administration of the Act. In other words, the State Librarian comes in the rules under the Madras Act as an under-study of the Director of Public Instruction.

231 : 41 On the other hand in the Model Act, the two officers are treated as co-ordinate. The order of precedence is also significant. The Director of Public Instruction is included in the Model Act for two reasons. First the formal schools under the Director of Public Instruction should have libraries. These will be outlier libraries. These will have to be integrated in some measure with the library system of the State. Secondly the work of the State Librarian is a continuation of the work of the Director of Public Instruction. Library continues the education started at school stage. For these two reasons the Director of Public Instruction should be given an opportunity to take part in the development of library service in the State. The Model Act therefore gives him a place in the State Library Committee.

231 : 42 The history of the relation between public library and school library in England acts as a pointer. In that country the Local Body is at once the Local Library Authority and the Local Education Authority. In spite of being limbs of one and the same parent body, the two limbs had been functioning in cities quite independently for nearly a hundred years. They had no function in common. They had no vital contact. They had little consultation with each other. The Local Education Committee was in point of time a senior to the Local Library Committee. Naturally the Local Education Committee did not like an equal to be set up as a rival. It looked down upon the new-comer. It developed a prestige-shell around itself. This made it severely neglect any possible help available from the Local Library Committee in the improvement of school libraries. The Local Library Committee also was afraid of the Local Education Committee. The City Librarian was very jealous of his independence. He was ever allergic towards the City Educational Officer. He was always haunted by the dread of the big brother beating him down to a position of subordination. This tension has been inevitable. I have seen it developing between educational

officers on the one side and officers in charge of other educational agencies like libraries and social education on the other side. In one Local Body it had been a constant problem for me to save the newly established Department of Social Education from the over-bearing conduct towards it of the old Department of Elementary Education.

231 : 43 A century's wasteful touch-me-not-ness between the Library Committee and the Education Committee—between the City Librarian and the Educational Officer—has proved a sufficient lesson for the dawn of wisdom. In my tour of England in 1948, I saw evidence of a trend towards an amicable co-operation between these two committees in some places. The local Education Committee unreservedly transfers its school library fund to the care of the Local Library Committee. Reciprocally, the Local Library Committee faithfully spends this amount on school Libraries. Moreover the Local Library Committee places at the disposal of the development of school libraries its professional library staff. The Educational Officer is without any fear of prestige being hurt. He recognises the superiority of the professional librarian in developing the school library. The Librarian has no more apprehension that any co-operation with the Educational Officer might eventually lead to his own subordination.

231 : 44 It is not necessary that India should go through this century of non-co-operation. On the other hand, we should learn from the British experience. That should be the prize for our waking up rather late in the day. We should give up the statutory subordination of the State Librarian to the Director of Public Instruction. The school system as well as the library system will develop each to its best capacity only by making these two officers co-ordinate.

231 : 45 My vision of an economical development of the library system of our country is even more holistic. There is no need at all to have Children's Departments in public libraries. The child is already torn between two worlds viz., the family and the school. It is puzzled by the contradiction between home practices and school practices. It even feels frustrated by this contradiction.

To have a school library and a children's department in the public library will create another cause for confusion in the children's mind. From the point of view of local and State finances also, parallel existence of a school library system and a system of children's departments in public libraries is wasteful. The correct thing should be to eliminate the children's departments in public libraries. All library service to children should be concentrated in the school library located in the school premises.

231 : 46 This will be an advantage to the children. A child goes to a school in its neighbourhood. It is seldom that there is a branch of the public library in every neighbourhood in which there is a school. This means that children will have to go a much longer distance to reach the Children's Department of the public library. Again the school and the branch library may not be near each other or even in the same direction from the home of a child. Therefore the child may have to make two journeys. Thus from the point of view of the child also, it is an advantage to have all its library services found in its school premises.

231 : 47 One criticism is possible against this suggestion. The school atmosphere is one of restriction. It should not be so ; but actually it is so. Compared to this, the public library atmosphere is one of freedom. The child should not be denied the atmosphere of freedom guaranteed by the Children's Department of the public Library. There can be no denying the importance of this vital desideratum. But the presumption that the school library should necessarily share the restriction of the school atmosphere is not right. No doubt it has been so in the past. This was brought about by the library having been put in charge of a teacher who carries his atmosphere of restriction with him, while migrating from the class room into the library room. The fault is only traceable to the library not being put in charge of a professional librarian imbued with respect for freedom for children. The result of leaving the school library to the care of the Local Library Authority and of the library profession will invest it with the necessary freedom. Library training courses give a specialised training to school librarians. They are educated in the method of

co-operating with the teaching faculty and correlating work in the class room with work in the library.

231 : 48 The Model Act emphasises co-ordinate status for the library profession and the teaching profession at all levels in order to secure such a holistic development of the two agencies of education—viz. the school and the library—to the comfort of the children being educated and to the accustoming of the children to self-education in the free atmosphere of the public library system of the land.

231 : 5 The difference between the Madras Rule and the Model Act in regard to categories 5, 7 and 8 is justifiable. The Madras Rule spells out in detail the way in which the intention of the Model Act should be carried out in the conditions prevailing in the Madras State.

231 : 6 The Madras Rule omits category (6) of the Model Act viz. representative of the Secretaries and the Heads of Departments. This is a consequence of the Madras Act overlooking the need to integrate the departmental libraries with the library system of the State. The mischief arose even in the preamble as shown in commentary sections 0 : 4 and 12 : 3. When the root of the mischief is removed, the defect in the constitution of the State Library Committee will also be automatically removed.

231 : 7 Categories (ix) and (x) of the Madras Rule is an improvement over the Model Act. The advantage of the State Library Committee including representatives of Local Library Authorities is unquestionable. Its omission is a fault in the Model Act. The Model Act should really provide for two representatives for Rural Library Authorities and two for City Library Authorities.

MODEL ACT

232. The Minister shall be the President and the State Librarian shall be the Secretary of the State Library Committee.

PRESIDENT
AND SECRETARY

233. Members of the State Library Committee other than *ex-officio* members shall hold office for three years from the

date of their election or appointment as the case may be.

MADRAS RULE

2. (2) The Minister shall be the President and the Special Officer shall be the Secretary of the Committee.

3. (1) Subject to the provisions of sub-rule (3), the term of office of a nominated or elected member of the Committee, other than an ex-officio member, shall be three years from the date of his nomination or election, as the case may be.

COMMENTARY

232 : 1 The Madras Rule closely follows the Model Act in making the Minister the President, and the State Librarian the Secretary, of the State Library Committee. The Madras Rules 2 (2) and 3 (1) virtually follow closely sections 232 and 233 of the Model Act.

MODEL ACT

MEETING
AND PROCE-
DURE

234. The State Library Authority shall, by rules, provide for the constitution, the periodical or other meetings and as to the procedure thereof and of the functions and duties of the State Library Committee.

MADRAS ACT

STATE LIBRARY
COMMITTEE
AND ITS
FUNCTIONS

3. (2) The Committee shall be constituted in such manner, and shall exercise and perform such other powers and duties as may be prescribed.

COMMENTARY

234 : 1 Section 3 (2) of the Madras Rules agrees with section 234 of the Model Act in leaving the details about the State Library Committee to the care of the Rules, except for its membership. The latter has been already discussed in the commentary sections 231 : 1 to 231 : 7.

MODEL ACT
Chapter 3
Local Library Authority

31. For the purpose of organising and maintaining Public Libraries, there shall be a Local Library Authority for each Municipal Area with a population of about 50,000 or more, approved by the State Library Authority for this purpose (hereinafter referred to as 'An Approved City Area') and for the area of each of the District Boards excluding the Approved City Areas in it (hereinafter referred to as 'An Approved Rural Area').

APPROVED
AREAS

MADRAS ACT

5. (1) For the purpose of organizing and administering public libraries in the Province, there shall be constituted Local Library Authorities, one for the City of Madras and one for each district.

CONSTITUTION
OF LOCAL
LIBRARY
AUTHORITIES

COMMENTARY

31: 1 The Madras Act singles out the City of Madras alone to be served by a City Library Authority. It leaves all the other cities in the State to the care of Rural Library Authorities.

31: 2 On the other hand the Model Act provides City Library Authority for each of the cities in the State. It excludes the cities of a district from its Rural Library Authority.

31: 3 It is a matter of experience that the organisation, mode of service, publicity methods, book selection, and library buildings and fittings have to be different for cities and rural areas. City and Rural Library systems are too heterogeneous to be looked after with efficiency by a single Local Library Authority.

31: 4 It may be thought that combining the two services under one Authority may lead to some saving in overhead charges—such

as capital cost of the central library buildings and furniture, supervisory staff and janitorial staff. But this is an illusion.

31 : 41 The floor area and the shelf length of a combined building will have to be the arithmetical sum of those for the city and the rural central libraries. Therefore the saving in capital cost will not be appreciable.

31 : 42 The nature of the work of the supervisory staff for city library service will be essentially different from that for rural library service. The density of population and the variety of interests in a city area calls for day to day contact with the public on the part of the supervisory staff. To have the same supervisory staff to look after several cities in a district will prove futile. Any attempt to save overhead charges by having the same supervisory staff for city service and rural service will be bad economy in the long-run.

31 : 43 Perhaps there will be a real saving in the janitorial staff by merging the two kinds of central library buildings. But the saving will be too small to compensate for the disadvantages. Secondly, this saving can be ensured even if there are two different Local Library Authorities. This can be done by having the city and rural central library buildings in the same compound and providing a common janitorial staff.

31 : 43 At Upsala in Sweden, I had an opportunity to study the advantages and disadvantages of combining city library service and rural library service. I saw something similar in some of the cities of Switzerland also. The staff corroborated the findings given in commentary section 31:4 and its sub-divisions. Indeed I found that for all practical purposes the two wings of the central library were functioning merely as co-tenants living in the same building. All the disadvantages of co-tenancy also were evident.

31 : 44 None of these reasons were, however, responsible for the deviation of the Madras act from the Model Act. The Select Committee introduced this change in the draft bill. This was in September 1948. The following reason for this change was received by me on 18 October 1948. "Our difficulty has been that we have not been able to levy any cess in rural areas and if

they are left out, the effect will be that we have library committees only for the cities and leave out rural areas which, you will agree, is not the proper thing to do. What the Government is now proposing is to levy a cess in the urban areas and contribute a similar amount on behalf of the rural areas so that a good library administration may be built for the district as a whole which will contain representatives of both urban and rural areas." The proposed method of finding money for library service to rural areas does not necessarily require that cities and rural areas should be brought under a single Local Library Authority. Other serious implications of this will be discussed in commentary section 63 : 11.

31 : 5 I feel that one of the causes of the infantile paralysis of library development in the Madras State is traceable to this flaw in the Madras Act. There is more of coherence in a city population. More money can be raised by library rates in a city. The hunger for books is greater in cities than in villages. A city library system will develop more easily by itself than when it is tied to a rural library system. Their combination under the Madras Act infests both with the faults of each.

31 : 6 The Model Act prescribes a minimum population of 50,000 for a city library system. This is based on the fact that a smaller population will not be able to raise enough finance by local rates to have an efficient library system of its own. The implication is that the smaller localities will stand to gain by depending upon the Rural Library Authority for its library service. This matter has been more fully discussed in commentary section 12 : 11.

31 : 7 The figure 50,000 for the minimum population is only a convenient round figure. There is always fluctuation in the total of the population of a locality from decade to decade. If the Act prescribes 50,000 sharp, the localities in the border line will be put to much trouble. They will have to be alternately restored and extinguished as City Library Authorities. To avoid this bother and to stabilise, section 31 of the Model Act invokes the concept of 'Approved City Area'. So also, it postulates 'An Approved Rural Area'. The State Library Authority is made the Approving Authority. It can watch the deviation of any particular locality

from the arbitrary limit of 50,000. It knows what margin of tolerance can be and should be allowed. Moreover sections 324 and 325 of the Model Act will be a remembrancer to the State Library Authority as well as the Municipality, in regard to this matter.

MODEL ACT

311. The Local Library Authority for an Approved City Area shall be the Municipal Council or City Corporation thereof (and may hereinafter be referred to as a 'City Library Authority').

MADRAS ACT

(2) The Local Library Authority for the City of Madras shall consist of:—

(a) three members elected by the Corporation of Madras:

(b) eight members nominated by the Government of whom—

(i) three shall be office-bearers of libraries situated in the City of Madras and recognised in this behalf by the Government ;

(ii) two shall be headmasters or headmistresses of high schools in the City of Madras ; and

(iii) one shall be the principal of a college in the City of Madras ;

(c) the holder for the time being of an office which the Government may, from time to time, specify in this behalf.

COMMENTARY

311:1 The Madras Act institutes an *ad hoc* City Library Authority independent of the City Corporation. On the other hand, the Model Act makes the Municipal Council or City Corporation responsible as much for local library service as for other local services. In other words the Madras Act pins its faith on the Principle of Single-Purpose Local Authority. On the

other hand, the Model Act pins its faith on Multi-Purpose Local Authority.

311:2 This was a moot problem in the nineteenth century. Countries, which began to develop in that century, had experimented for a long time on the relative advantages of following these two divergent principles. The Webbs have elaborately examined this question in the light of the nineteenth century experience. Their discussion of the problem will be found in their *Constitution for a socialist commonwealth of Great Britain* (1920). A summary of their findings has been given in section 35 and its sub-divisions of my *Library development plan, thirty year programme for India with draft library bills for the Union and the constituent States* (Delhi University publications, library science series,2) 1950.

311:3 The modern trend is to prefer Multi-Purpose Omnibus Local Authorities to an independent *Ad hoc* Authority for each local service. The Madras Act itself could not get away altogether from this modern trend. For in sections 12(2) and 12(3), it, makes the Omnibus Local Body the tax-collector for the *ad hoc* Local Library Authority of its area. These section will bring friction. This will ultimately prove to be a rock on which the Madras Act breaks. This problem will be discussed more fully in the commentary section 62 : 1.

311 : 4 Section 5 (2) of the Madras Act prescribes the membership for the Local Library Authority of the city of Madras. This is but a corollary of not vesting library powers in the Corporation of the City.

311 : 5 In a body of twelve members, the Madras Act provides for nine to be nominated by Government. This is too undemocratic for the twentieth century. This is over-centralisation with a vengeance. This will develop power-politics. Power-politics will kill the intention of the Act. The probability for the community getting its full service will become meagre.

311 : 6 One of the main powers of the Local Authority is the levying of library rate. In fact section 12 (1) (a) of the Madras Act makes the levy of the prescribed minimum of library cess. a duty. Section 12 (1) a (b) gives it the power to increase the rates.

To leave this power of taxation in the hands of a body, packed with nominated members, goes against all modern democratic concept of taxation—local or governmental. More than two centuries ago the cry of “No taxation without representation” was raised and respected. One of Edmund Burke’s famous orations fixed this as an inviolable principle in democracy. It is too late in the day for a constituent State of the Free Republic of India to go back upon this principle of taxation.

311 : 6 I am not unaware of the argument of benevolent paternalism which will be adduced in support of packing a Local Library Authority with nominated members. It will be argued “You know the inefficiency of our Local Bodies. What kind of fellows get into the local bodies through election! No decent man, no scholar, will ever care to elbow himself through the crowd to a seat in an elected Local Body.” The answer is “We get what we deserve.” Each locality will have to learn by the hard way of experience to find the right man for the right place. What is the guarantee that the government will be right? In the constitution of India, the people who form the Government have to reach their places in the government only through the door of election—election by the common people. There is as little chance for benevolence to be a characteristic of the people who come to the cabinet via the legislature. Something worse happens in the parliamentary form of government. In it, the members of government are birds of passage. The ultimate details are therefore left in the hands of a protected, clever, therefore irresponsible bureaucracy. Its power-madness is notorious. Its statemanship thins out to a vanishing point. It misses substance. It magnifies rituals. All sympathy evaporates away from it. Its corruption of spirit is too elusive. It throttles every intended service before it reaches the community. These difficulties are serious in a newly established modern State. For there may be no proper tradition in the country to protect the community from the vagaries of bureaucracy. The situation is worse in India. For, our present bureaucracy is successor to the most powerful bureaucracy the world has ever had. Section 5 (2) of the Madras Act is one of its worst sections.

311:7 It may be argued that it will be costly and difficult to provide for election of the Local Library Authority by all the voters in the district. This very difficulty itself is another reason for not having a separate Local Library Authority. Library service is after all a local service. It must be entrusted to the Omnibus Local Body.

MODEL ACT

312. The Local Library Authority for an Approved Rural Area shall be the District Board thereof (which may hereinafter be referred to as a 'Rural Library Authority').

MADRAS ACT

(3) The Local Library Authority for each district shall consist of—

(a) ten members nominated by the Director of whom —

(i) three shall be office-bearers of libraries situated in the district and recognized in this behalf by the Government, and

(ii) five shall be headmasters or headmistresses of high schools or principals of colleges in the district ;

(b) one member elected by the district board, and where there are two or more district boards in the district, one member elected by each such district board ;

(c) such number of members as may be elected by the presidents of the panchayats in the district, the presidents of the panchayats in each taluk electing one member ;

(d) such number of members as may be elected by the municipal councils in the district, each municipal council electing one or more members in accordance with the following scale :—

	Number of members
Municipalities with a population—	
Not exceeding one lakh	one
Exceeding one lakh but not exceeding two lakhs	two
Exceeding two lakhs	three

(6) Subject to the provisions of sub-section (8), the term of office of a nominated or elected member of a Local Library Authority shall be three years from the date of his nomination or election, as the case may be.

(7) A vacancy in the office of a nominated or elected member or a Local Library Authority occurring otherwise than by efflux of time shall be filled by nomination or election in accordance with the provisions of sub-section (2) or sub-section (3), as the case may be, and the person nominated or elected to fill the vacancy shall, subject to the provisions of sub-section (8), hold office only for the remainder of the term for which the member whose place he takes was nominated or elected.

(8) A member nominated in his capacity as the holder of a particular office shall, if he ceases to be the holder of that office, cease to be member of the Local Library Authority.

(9) No act of a Local Library Authority shall be deemed to be invalid by reason only of the existence of any vacancy in or any defect in the constitution of, that Authority.

(10) Members of the Local Library Authorities shall be eligible for re-nomination or re-election.

COMMENTARY

312 : 1 Even in the membership of the Rural Library Authority, the Madras Act provides for its being packed by nominated members. All the arguments developed in the commentary, sections 311 : 1 to 311 : 7 hold good in this case also.

MADRAS ACT

6. Every Local Library Authority shall be a body corporate, by the name of the area for which it is constituted, shall have perpetual succession and a common seal and shall be vested with the capacity of suing or being sued in its corporate name of acquiring, holding or transferring property, movable or immovable, of entering into contracts and of doing all things necessary, proper or expedient for the purpose for which it is constituted.

INCORPORATION
OF LOCAL
LIBRARY
AUTHORITIES

COMMENTARY

The above mentioned sections of the Madras Act have become necessary because Local Library Authorities are *ad hoc* bodies. They are alright as far as they go. They are mostly procedural. There is no substance in them.

These procedural points are omitted by the Model Act. This is an advantage of its recognising omnibus Local Bodies as Local Library Authorities. All the procedural details in the constitution of the Local Library Authority are therefore left] to the care of the Local Bodies Acts.

MODEL ACT

32. It shall be the duty of every Local Library Authority to provide Library Service to the people of its area.

DUTY

COMMENTARY

32 : 1 The Madras Act omits to state explicitly that the provision of library service to the people of its area is a duty of every Local Library Authority. This is a grave omission. This reminds one of the folk-joke about forgetting the tying of *tali* (the ritual jewel for the bride's neck) in a marriage function

32: 2 The Model Act has made an explicit statement of this basic duty of Local Library Authorities. It is not known why the Madras Act left out this section.

MODEL ACT

321. Within one year after the date of commencement of this Act or such extended period as the State Library Authority may in any particular case fix or allow, every Local Library Authority shall prepare and submit to the State Library Authority a plan (hereinafter referred to as 'Development Plan') in such form as the State Library Authority may direct and subject to such rules as it may make for the purpose, showing the action which the Local Library Authority proposes should be taken for providing adequate Library Service for the people of the area and the successive measures by which it is proposed to accomplish that purpose.

DEVELOP-
MENT PLAN

MADRAS ACT

8 (1) As soon as possible after a Local Library Authority is constituted, and thereafter as often as may be required by the Director, every Local Library Authority shall, and whenever it considers it necessary so to do a Local Library Authority may, prepare a scheme for establishing libraries and for spreading library service within its area and submit it to the Director for sanction.

SCHEMES TO BE
SUBMITTED BY
LOCAL LIBRARY
AUTHORITIES

COMMENTARY

321 : 1 The Madras Act substitutes the indefinite period "as soon as possible" for the submission of library development plan by a Local Library Authority, in the place of the definite period "within one year after the date of commencement of this Act or such extended period as the State Library Authority may, in any particular case, fix or allow," prescribed by the Model Act. This is not a happy change.

321: 2 The Madras Act omits the help to be offered by the State Library Authority in the preparation of development plan, specifically mentioned in the Model Act. Surely a Local Library Authority, made up mostly of non-professional members, cannot be expected to know the details to be included in the development plan. It is for this reason that the Model Act has made explicit mention of the prior part to be played by the State Library Authority in this matter.

321 : 21 However, as if it were an after-thought, the Madras Act takes cognizance of the need for this in the enumeration of the categories on which rules may be framed. That category is :

“ 18 (2) In particular and without prejudice to the generality of the foregoing power, such rules may provide for—

(c) the matters to be included in the scheme referred to in section 8 ; ”.

21 : 22 The Rule in question is found in chapter 5 of G. O. No. 627 (Education) dated 28 February 1950. It is difficult to understand why there should have been a delay of one year to formulate these rules regarding the form of the development plan. Here are some of the relevant dates throwing a lurid light on the halting and indifferent manner in which this matter had been attended to—this in spite of a Special Officer having been appointed for the purpose and he having nothing else to do during those early months.

20 January 1949	Act received assent of His Excellency the Governor-General.
5 February 1949	The Minister for Education (Shri T. S. Avinasilingam Chettiar) asked me to send him draft rules.
8 February 1949	Publication of the Act in the Fort St. George Gazette.
10 February 1949	Draft Rules were furnished to the Minister along with my letter No. 2 : Z21.
16 February 1949	The Minister acknowledged receipt of the draft Rules and hoped to bring the Library Act into force from April.

- 24 February 1949 The Minister wrote that he had sent the draft Rules to the Special Officer for Libraries for examination and that he had asked him to frame rules on audit and other matters which I had left for him.
- 23 April 1949 I reminded the new Minister for Education (Shri A. B. Shetty) about the rules.
- 4 June 1949 I sent a second remainder to the Minister.
- 22 June 1949 The Secretary to the Government (Shri J. M. Lobo Prabhu) forwarded, with his letter No. 32435-1.C.2. Education, the draft Rules as modified by the Special Officer.
- 1 July 1949 I sent my remarks to the Education Secretary. The changes made by the Special Officer in my draft were all of a verbal nature. In some cases the verbal change suggested was due to not having understood the full implications. But no additional rules which the Special Officer was expected to frame were found in the draft.
- 28 February 1950. Publication of the Rules.

321 : 23 It is now two and a half years since the Rules were published and yet nothing effective has been done. Of course drifting has led to some uncoordinated movement. This is unfortunate.

MODEL ACT

322. A Local Library Authority shall, before submitting its Development Plan to the
 PUBLICITY State Library Authority, publish it in such manner as it may consider suitable or as the State Library Authority may require and consider any representations made to it by any person or body of persons in respect thereof.

COMMENTARY

322 : 1 The Madras Act omits section 322 of the Model Act, prescribing that the local public should be consulted and that its views should be taken into consideration by a Local Library Authority, before the submission of the plan to the State Library Authority.

322 : 2 The omission of this prescription is undemocratic. After all, library service has to be accepted by the local public. Apart from constitutional propriety, the psychological value of consulting the public in the matter is vital in securing their participation.

322 : 3 This omission might have been made good in framing the rules. But unfortunately even Chapter 5 of the rules framed under the Act does not provide for ascertaining the views of the local public.

322 : 4 Probably this slighting of the local public is the residual effect of the pre-independence days. It is time we change our attitude to the public, at least in matters concerned with social service.

322 : 5 This lacuna in the Act need not, however, stand in the way of a Local Library Authority taking the public into its confidence. I recommend to each Local Library Authority that it should consult the local public in the manner suggested in section 322 of the Model Act.

MODEL ACT

323. After considering any representations on the Development Plan made to it within the period of two months after the date of its receipt, and after making in the plan such modifications, if any, after consultation with the Local Library Authority concerned, as it considers necessary or expedient for the purpose of securing that the plan makes provision for the immediate and prospective needs of the Area with respect to Library

Service, the State Library Authority shall approve the plan and shall give such direction to the Local Library Authority concerned as it considers desirable for giving publicity to the plan as approved by it.

MADRAS ACT

8 (1) *continued*. The Director may sanction it with such modifications and additions, if any, as he may think fit and the Local Library Authority shall give effect to the scheme as so sanctioned by him.

COMMENTARY

323 : 1 The Madras Act gives absolute powers to the Director to make any modification in the development plan submitted by a Local Library Authority.

323 : 2 On the other hand, the Model Act prescribes a more participative attitude to be adopted by the State Library Authority. It prescribes that modifications should be made only in consultation with the Local Library Authority concerned. Of course it is not obligatory for the State Library Authority to tow the line to suit the wish of the Local Library Authority. But this act of consultation is, at the least, a good psychological gesture. It will also enable the State Library Authority to look at the proposed modifications through the local glasses, as it were, before making up its mind finally.

323 : 3 The Model Act goes even further in securing the good will and willing co-operation of the local public. For, it prescribes that the development plan, as finally approved by the State Library Authority, should again be given publicity.

323 : 4 The woo-ing of the local public can never become too much for making it look forward to and accept library service. For, library service meets a fleeting and non-compelling want. Considerable coaxing is necessary to make the public use it.

323 : 5 Prior consultation with the local public at as many stages as possible in the adoption of the Library Act by a local area will go a long way in creating anticipatory enthusiasm in the public.

MODEL ACT

324. The State Library Authority may, by order,
 EXTINGUISH- extinguish the library duties and powers
 MENT of a City Library Authority and include
 its area in that of an appropriate Rural
 Library Authority, when its population falls apprecia-
 bly below 50,000 or for other reasons of efficiency,
 and provide for the transfer of the library property
 and the library staff of the City Library Authority to
 the Rural Library Authority and for all matters
 arising from the transfer of library duties and powers.

325. A Municipality included in an Approved
 Rural Area may at any a time, after its
 WITHDRA- population exceeds 50,000, apply to the
 WAL AND State Library Authority for permission
 RECOGNITION to have its area withdrawn from that of
 the Approved Rural Area and for its being recognised
 as a City Library Authority and after getting approval
 submit to the State Library Authority a Develop-
 ment Plan which should include additional informa-
 tion about the arrangement it has made with the
 Rural Library Authority in regard to the transfer of
 library property and library staff to itself and all other
 matters arising from the transfer of library duties and
 powers.

COMMENTARY

324: 1 The Madras Act has had no need for these two sections. Because it has not invested any city in the State, other than the city of Madras, with library powers.

324: 2 The commentary sections 31: 1 to 31: 8 have fully explained why the Model Act—and in fact the Library Acts of most of the countries—invest cities with library powers. They

have also shown that generally speaking an urban area, with less than 50,000 people, will not be able to raise the minimum finance necessary to maintain an efficient library system. The vagaries of movement of population, of the increase in the size of a town and of its desertion, are unpredictable. It would be precarious to keep step in a strict way with such vagaries.

324 : 3 The sections 324 and 325 of the Model Act merely provide a statutory device to stabilise Local Library Authorities whose population is in the neighbourhood of 50,000.

324 : 4 Moreover, due to vicissitudes of fortune, even a city with a population of 50,000 may be a poor city. Its taxable capacity may be too small to maintain a library system of its own. In such cases it must be possible for such a city to merge itself for library purposes with the rural district surrounding it. Section 324 of the Model Act serves also as an enabling section for this purpose. The words "for other reasons of efficiency" are intended to cover such a contingency.

324 : 5 Section 324 as well as 325 of the Model Act are useful remembrancers. They give some illustrative factors to be specially attended to whenever a Local Library Authority has to be extinguished or newly carved out and separated from the Rural Library Authority of which it was originally a part.

MODEL ACT

33. As soon as may be after approving the Development Plan of a Local Library Authority, the State Library Authority shall make an order to be called the Local Library Order for its area specifying the Central Library and the Branch Libraries including Branches to be located in schools, prisons and hospitals, Delivery Stations which it is the duty of the Local Library Authority to establish and maintain and the said orders shall, to such extent as the State Library Authority considers desirable, define the

LOCAL
LIBRARY
ORDER

duties of the Local Library Authority with respect to the measures to be taken by it for providing adequate Library Service to the people of its area and the stages in which they should be taken.

COMMENTARY

33 : 1 The Madras Act has omitted this section. This is due to its not providing for the State Library Authority seeking public criticism on a proposed Local Library Order. But the advantage of circulating the draft Local Library Order for public criticism by the people of the locality has already been fully discussed in commentary sections 323 : 1 to 323 : 5.

33 : 2 The Model Act mentions explicitly the details to be cared for in the framing of a Local Library Order by the State Library Authority. It also invests the attention of the State Library Authority with responsibility to give explicit, written instructions to each Local Library Authority on its duties.

33 : 3 The members of a Local Library Authority will be mostly non-professional people. They cannot be expected to know all the action they should take to provide adequate library service in their area. Nor will it be easy for them to decide a practicable time-table for developing the library service. They are therefore in dire need of guidance by the State Library Authority. The State Library Authority has in its command the necessary expert advice. It should activate the Director to formulate the necessary detailed guidance to each Local Library Authority.

33 : 4 I remember discussing this part of section 33 of the Model Act with the then Education Minister, in December 1948. I remember his saying that these were details which need not be mentioned in the Act. He believed that no Director of Public Libraries worth the name would fail to help Local Library Authorities in the manner suggested by the latter half of section 33 of the Model Act. At any rate, he was hopeful to see to it that friendly help of a comprehensive nature would be given by the Director. But in a representative parliamentary government, it is unwise to depend upon the intention of a particular minister in

regard to essential matters. It is risky to omit their explicit mention in the Act or in the Rules under the Act. What happened in actuality? It was omitted by the minister. He had to resign before the Rules could be framed. It was not possible for him to carry out his intention. His intention was not known either to the permanent bureaucracy or to his successor.

33 : 41 Two years have passed. Nobody has thought out, in all its fullness and details, the instructions to be given to a Local Library Authority in respect of the measures to be taken by it and the stages in which they should be taken. Most of the Local Library Authorities do not know that they could ask the Director for this help. If any particularly vigilant, enterprising Local Library Authority asks for it, the Director mis-interprets it, I suppose, as ordering him about. Either such a sense of prestige or lack of knowledge might make the Director to exercise his redtape powers and frustrate that Local Library Authority. The enthusiasm of the honorary workers who form the Local Library Authority gets frozen. Even assuming that a professional District Librarian is the Secretary of a Local Library Authority, it is doubtful, if he will be able to stand up against the mighty Director.

33 : 5 I feel that one of the reasons for the infantile paralysis of the Madras Library Act is this. Neither party—neither the Director nor the Local Library Authority—appears to be aware of the need to think out in detail the duties and the stages mentioned in the last section. In corresponding Acts in other countries, there is always explicit mention of such vital details in the Act. For example, the Butler Education Act of Great Britain mentions explicitly the duty of the Central Authority to include in a Local Education Order all such details about the duties of Local Education Authorities and the stages in which they should be discharged.

33 : 6 It appears to me that this lacuna in the Madras Act need not await to be removed by legislation. Chapter 5 of the Rules framed under the Madras Act can introduce the necessary sections making explicit the duty of the Director in this matter. Or, in the

alternative the rules regarding the powers and duties of the State Library Committee may cover this point.

MODEL ACT

331. The Local Library Order for an area shall regulate the duties and the powers of its Local Library Authority in respect of the matters therein mentioned and may be amended by the State Library Authority whenever, in its opinion, the amendment thereof is expedient by any change of circumstances ; provided that before amending it the State Library Authority shall give to the Local Library Authority concerned notice of the amendment proposed to be made and shall consider any representations made by it within two months of the service of the notice.

MODIFICA-
TION

MADRAS ACT

8 (2) The Director may *suo motu* or on application by the Local Library Authority concerned modify any scheme sanctioned under sub-section (1) or replace it by a new scheme.

COMMENTARY

331 : 1 Section 8 (2) of the Madras Act is as undemocratic and dictatorial as section 8 (1). It invests the Director with absolute powers. It shows scant courtesy to the susceptibilities of a Local Library Authority. It is true that this power may sit light on a good Director. But it is hazardous to depend upon the Director being good. More often than not, the Director will use this as his big stick. It will make Local Library Authorities glum.

331 : 2 The Model Act, on the other hand, is more democratic in its approach to the modification of Local Library Orders. In the first place it gives the power to the State Library Authority and not to the Director. It is true that it is the Director that



would ultimately work out the modification necessary. But then he will have to place it before the State Library Authority and get his approval. This would act as a wholesome check. It is always desirable, while exercising power, that there are one or two layers of checks.

331 : 3 The Model Act further provides that the Local Library Authority affected should be told about what is contemplated. It further provides that it should be given an opportunity to make its own representations on the proposed modification. This is an accepted procedure in a democratic constitution.

331 : 4 Unfortunately the government of our new Republic appears to be oblivious either of the psychological importance of such a procedure or of its constitutional propriety. We find evidence of this in the short work they make of the Universities in the land which had had autonomy for several years even in the British period. The Education Minister is often new to his work. He feels evidently quite at sea. He leans too much on the permanent bureaucracy. Often it looks as if he is even afraid of it. University Acts are amended without notice to the Universities concerned. They are so amended that subtle loop holes are put in for interference by the Government. The Minister is too busy to examine the way in which these loop holes work havoc. The lower frays of the bureaucracy run amuck. They issue orders to Vice-Chancellors ! Self-respecting Vice-Chancellors smart under this new indignity. They feel too embarrassed to tell anybody about this. One can anticipate the possible result. Soft puppets—virtual creations of the lower frays of the bureaucracy—will begin to rule the Universities—rather ruin them. If this is the fate of long-standing statutory bodies, one can easily imagine what will happen in the present stage of our governmental working, to new Local Authorities to be established now and hereafter.

331 : 5 It is therefore wise for the Library Act to provide explicitly that the Local Library Authority, affected by any proposed action by the State Library Authority, should be given a chance to make its representation. It is not quite necessary to implement this idea by an amendment to the Act. It is open to the Minister for Education and to the State Library Committee to

frame rules in Chapter 5 of the Rules thus providing for such democratic and decent treatment of Local Library Authorities.

MODEL ACT

34. If the State Library Authority is satisfied
 DEFAULT either from a report from its officers or
 upon complaint by any person interest-
 ed, or otherwise that any Local Library Authority
 has failed to discharge any duty imposed on it by or
 for the purpose of this Act, the State Library Author-
 ity may make an order declaring the Local Library
 Authority to be in default in respect of that duty and
 giving such directions for the purpose of enforcing the
 execution thereof as appear to the State Library
 Authority to be expedient, and any such directions
 shall be enforceable, on an application made on
 behalf of the State Library Authority, by mandamus.

MADRAS ACT

15 Notwithstanding any provision in the Act, the
 Government may, in cases where they think
 SUPERSESSON it is necessary to do so, supersede or
 OR RECONSTITU- reconstitute any Library Authorities
 TION OF constituted under the Act:
 LIBRARY
 AUTHORITIES Provided, however, the Government
 shall give notice to the Authority concerned
 together with the grounds on which they propose to supersede
 or reconstitute it and shall consider any explanations that
 may be offered by such Authority.

COMMENTARY

34 : 1 Section 15 of the Madras Act has provided for an accept-
 able democratic constitutional procedure in the matter of super-
 seding or re-constituting a Local Library Authority. It is making
 it obligatory to give to a Local Library Authority alleged to be-

defaulting, an opportunity to clear itself, even as the Penal Code provides for giving an opportunity to an alleged criminal. This is a wholesome section of the Madras Act.

34 : 2 In case of default, superseding of Local Library Authority is not available as a sanction, in the Model Act. This is because the Local Library Authority is an omnibus Local Body. The Local Body has several functions. It makes itself therefore responsible to several Ministries of the Government. To supersede such a multi-purpose Local Body is not an easy affair.

34 : 3 Default by a Local Body in regard to one of its specific functions has, therefore, to be set right by other constitutional methods. The Model Act prescribes one such constitutional method. The State Library Authority is empowered to give specific directions to a Local Library Authority to discharge its library functions in the manner prescribed. It then makes it enforceable by mandamus. In a republican constitution, the judiciary is the guardian angel of the powers and the duties of all the body corporates established by law. It is through judiciary that all differences between them should be resolved. The Model Act follows this constitutional principle in its section 34.

MODEL ACT

35. A Local Library Authority may for establishing, organising and administering its Public Library System or for performing any duties under this Act ;

DUTIES AND POWERS

1. provide suitably fitted buildings, books, periodicals, news-papers, maps, manuscripts, lantern slides, cinema reels, microfilms and kindred materials and the necessary apparatus for their projection and reading and other necessary materials and conveniences ;

2. acquire, purchase or hire land or other properties and effect, take down, rebuild, alter, repair and

extend buildings, and fit up, furnish and supply the same with the requisite furniture, fittings and conveniences ;

3. take over any library with the previous sanction of the State Library Authority on such conditions as may be approved by the same authority ;

4. discontinue any public library provided by it or change the site of any such institution with the previous sanction of the State Library Authority ;

5. provide lectures and such other activities as may be conducive to the carrying out of the purpose of this Act ;

6. accept any endowment or gift for any purpose connected with this Act ;

7. may, subject to any rules made by the State Library Authority, organise or participate in the organisation of conferences for the discussion of questions relating to libraries for promoting Library Service, and expend such sums as may be reasonable in paying or contributing towards any expenditure incurred in connection with the conferences and exhibitions, including the expenses of any person authorised by them to attend any such conference on exhibition ;

8. subject to the rules made by the State Library Authority in this behalf, engage salaried officers and servants, punish and dismiss them ; and

9. with the sanction of the State Library Authority do any other thing that may be conducive to the furtherance of the purpose of this Act.

MADRAS ACT

- POWERS OF
LOCAL LIBRARY
AUTHORITIES**
9. A Local Library Authority may—
- (a) provide suitable lands and buildings for public libraries and also the furniture, fittings, materials and conveniences requisite therefor ;
 - (b) stock such libraries with books, periodicals, newspapers, maps, works and specimens of art and science, lantern slides, cinema reels and any other thing suitable for their purpose ;
 - (c) employ from time to time such staff as it considers necessary, for such libraries ;
 - (d) with the previous sanction of the Government, close or discontinue any public library or change the site thereof;
 - (e) with the previous sanction of the Government, accept any gift or endowment for any purpose connected with its activities ;
 - (f) provide for lectures and the holding of classes ; and
 - (g) in general, do everything necessary to carry out the provisions of this Act.

COMMENTARY

35 : 1 Category (b) of the Madras Act closely follows category 1 of the Model Act. However, it introduces 'specimens of art and science' among the materials which may be provided by a public library. This is a deviation from the Model Act. It appears to me that it is a survival of the days when libraries and museums were regarded as a single entity. This is now anachronism. The method of a museum or an art gallery are different from the methods of a library.

35 : 11 The extreme way in which the continuation of this out-moded tradition could thwart the functioning of a library was witnessed by me in the Banaras Hindu University. The Art

Gallery of the University was made part of the library. Banaras being a pilgrim centre, there was always a huge crowd almost every day visiting the Art Gallery. They had no interest whatever in books. Most of them were illiterate. This crowd was allowed to walk through the library. No quiet was possible in the library. To get relief to the readers and for the spirit of the library, a separate entrance was provided to the Art Gallery. The building itself was such that inspite of it the traffic was disturbing the reading room. However, the Art-Gallery-goers began to feel that there was interference with their freedom. They claimed the right of easement—the right of way through the reading room. The well-meaning founder of the University was approached in the matter. With some difficulty it was possible to convince him that it was improper to mix up the Library and the Art Gallery. He being an enlightened man, ultimately agreed. But there were other elements which were obstructing.

35 : 12 It is not clear what the Madras Act contemplates to bring in under the heading 'specimens of art and science.' Nor is it clear whether it has any purpose in view. If the State Library Authority is convinced that this is not a necessary function of a library it can set up a convention to ignore this enabling power of the Local Library Authority.

35:2 Category (a) of the Madras Act virtually reproduces category 2 of the Model Act.

35:3 The Madras Act makes no explicit provision enabling a Local Library Authority to take over any Library already being maintained by some other agency. This, however, is the substance of category (3) of section 35 of the Model Act.

35: 31 The general tendency should be to bring as much of the library service of an area as possible under the management of the Local Library Authority. At the same time we cannot break away in one move from the existing practice of allowing aided libraries. That is why it is not proper to provide for compulsory acquisition of all the existing libraries by a Local Library Authority. However, it is equally unwise to provide for their perpetuation. The Model Act does the right thing by inserting the enabling category in question.

35 : 4 Category (d) of section 9 of the Madras Act is virtually the same as category 4 of section 35 of the Model Act.

35 : 5 Category (f) of the Madras Act is more restrictive than category 5 of the Model Act. The Madras Act enables only provision for lectures and holding of classes. These are no doubt recognised 'extension activities' of a modern public library. But there are many other forms of extension activities already being practiced. More forms may be evolved. So long as there is an enthusiastic live library staff with faith in library service and with sympathy for the public, extension activities are bound to multiply in diverse forms. The enabling section should not therefore be too restrictive. The wording of the Model Act is more in keeping with this principle.

35 : 6 The category (e) of the Madras Act stipulates the previous sanction of the Government for the acceptance of gift or endowment by a Local Library Authority. It is difficult to envisage why such a precautionary method is necessary. For this reason category 6 of the Model Act omits the sanction of the State Library Authority for accepting any endowment or gift.

35 : 7 The Madras Act omits category 7 of the Model Act. Conferences and exhibitions are necessary means in the development of library methods. Their help is almost essential in a newly developing form of social service like library service. In the view of the Model Act, it is desirable to have an explicit enabling provision in regard to this matter.

35 : 8 The category (c) of the Madras Act differs in one essential respect from category 8 of the Model Act. The latter provides for a Local Library Authority conforming to certain general rules to be made by the State Library Authority in regard to the qualifications, scale of salary and conditions of service of persons employed in public libraries. Broad State regulations of this nature are now recognised to be legitimate even with regard to the staff of private bodies—even with regard to the employment of unskilled labour. Therefore it is not proper to leave this important question entirely to the discretion of diverse Local Bodies—especially when professional staff is involved.

35 : 81 In the service of teachers, for example, the State has already adopted the practice of making some broad regulations in regard to the employment of staff. This is being done even in regard to the staff of aided schools.

35 : 82 In developed countries like England there is regular legislation on such matters. Burnham's Scale for Teachers is a well-known example of action taken under such legislation.

35 : 83 The number of Library Authorities in the State will be far too many to allow each authority to drift in its own way. Stabilisation of staff will become difficult unless some uniformity is maintained in regard to the conditions of service in all the public libraries. That is the reason for the Model Act investing the State Library Authority with powers to make rules about the engagement of the staff by public libraries.

35 : 9 Category (g) of the Madras Act curiously omits the prior sanction of the State Library Authority to do anything other than those mentioned in the earlier categories. This is particularly inexplicable since category (e) has stipulated prior sanction of the Government even to accept a gift. The prescription of the prior sanction in the Model Act appears to be a necessary safeguard.

MODEL ACT

36. All movable and immovable properties required or held for any Public Library or for any of the purposes of this Act shall vest in the Local Library Authority concerned.

VESTING OF
PROPERTY

361. Any immovable property required by a Local Library Authority for the purposes of this Act shall be deemed to be land needed for public purpose within the meaning of the Land Acquisition Act of 1894 and may be acquired under that Act.

ACQUISITION
UNDER LAND
ACQUISITION
ACT

362. A Local Library Authority may with the previous sanction of the State Library Authority sell any of its lands or buildings and the money, received from the sale or received in part of exchange, shall be used for the purchase of other buildings or may be applied for any purposes for which capital money may be applied, with the sanction of the State Library Authority.

ALIENATION
OF LAND

MADRAS ACT

VESTING OF
PROPERTIES IN
LOCAL LIBRARY
AUTHORITIES

10. All property, movable and immovable, acquired or held for the purpose of any public library in any area shall vest in the Local Library Authority of that area.

COMMENTARY

36 : 1 The Madras Act and the Model Act virtually agree in regard to the vesting of property.

36 : 2 But the Madras Act has not included a section enabling the Local Library Authority to invoke the help of the Land-Acquisition Act. Is it a deliberate or a casual omission? It is difficult to say.

36 : 3 Again the Madras Act has not provided for the alienation of property by a Local Library Authority. The Model Act provides for it. It stipulates that the sanction of the State Library Authority is necessary for alienation. It further makes it a condition that the proceeds of alienation of land or any real property should be used only for capital expenditure. This is a necessary safeguard to prevent property being sold away for recurring expenditure.

MODEL ACT

37. Where in the opinion of a Local Library Authority the adult population within its area or any part or class thereof is unable by reason of illiteracy to take full advantage

ENQUIRY INTO
ILLITERACY

of the Library Service provided by it, it may cause an enquiry to be made touching the conditions as regards such illiteracy, other schemes at work for the removal of the same, the funds, other than public funds, available for the purpose, and all other relevant matters.

**SCHEME FOR
REMOVAL OF
ILLITERACY** 371. The Local Library Authority shall then consider the report of the enquiry and submit a scheme to the State Library Authority, for consideration and sanction, setting forth proposals as to the manner in which it intends to provide for the removal of illiteracy and the funds it proposes to spend for the purpose.

**CO-OPERATION WITH
OTHERS** 372. Without prejudice to the powers above mentioned, it shall be competent to a Local Library Authority for the like purpose,

1. to associate itself with any person or body of persons willing to co-operate in the matter; and

2. to aid such persons or body of persons by giving such use of its lands, buildings and furniture, reading and kindred materials, apparatus or other property, as may be possible.

But save as provided in a scheme approved by the State Library Authority it shall not expend monies or make grants for the purpose.

COMMENTARY

37 : 1 The Madras Act makes no provision to link up formal adult education work in the locality with the informal adult education service provided by the Public Library. The Model Act has three sections on the subject.

37 : 2 The abnormally high level of illiteracy prevalent in the country today will make library service, as a public project, a mockery. Local Library Authority should therefore be sensitive to this handicap. It should take steps to secure that every citizen can benefit by it as quickly as possible. It should therefore be enabled to make literacy survey.

37 : 3 Section 371 of the Model Act goes a step further and provides for a Local Library Authority working a scheme for the removal of illiteracy with the prior sanction of the State Library Authority.

37 : 4 Section 372 of the Model Act enables a Local Library Authority to co-operate with other agencies engaged in the liquidation of illiteracy.

37 : 5 But the proviso at the end of section 372 read with the last few words of section 371 makes it explicit that a Local Library Authority should not spend out of library fund any money directly on literacy projects. All that it can do is to allow free use of its buildings, furniture, reading and kindred materials and so on.

37 : 6 The safeguard in money matters thus made by the Model Act appears to be necessary. Predatory birds are hovering everywhere to pick up as much money as possible from public funds. The bureaucracy appointed to look after public funds is proverbially susceptible to the importunities of the predators. To minimise abuse of public funds, every possible safeguard must be provided. To spend money on literacy work—either directly or as aid to provide agencies—without the hurdle of sanction by the highest library authority of the State will be a great temptation.

37 : 7 In the view of the Model Act, the Library Act and the Adult Education Act should be dovetailed properly. There should be provision in the Library Act for library service consciously reaching the sphere of formal Adult education. Reciprocally, there should be provision in the Adult Education Act for formal adult education service consciously reaching the sphere of library service. Though this has not been provided for in the Madras Act it is within the competence of the State Library Authority and the State Library Committee to enable Local Library Author-

ities to take interest in literacy work. This can be done either through rules or probably even by suggestion through circulars.

Chapter 4

Local Library Committee and Village Library Committee

MODEL ACT

LOCAL LIBRARY COMMITTEE

41. Every Local Library Authority shall, in accordance with arrangements approved by the State Library Authority, establish a Local Library Committee for the efficient discharge of its functions under this Act.

MEMBERSHIP 42. Every Local Library Committee shall include persons of experience in library work but at least a majority shall be members of the Local Library Authority constituting it and it shall include the Mayor or Chairman or President, as the case may be, of the said Authority.

COMMENTARY

41 : 1 The Madras Act cannot of course admit of a section corresponding to section 41 of the Model Act. It should be remembered that the Model Act makes the Local Body the Local Library Authority. The Local Body is an omnibus body. In modern practice of Local Self-Government, an omnibus local body is expected to discharge its specialised functions through specialised statutory committees.

41 : 2 This accounts for section 41 of the Model Act

42 : 1 In its sections 5 (2) and 5 (3), the Madras Act prescribes the nomination, by Government, of members of the teaching profession to Local Library Authority. But it does not provide for inclusion of persons with experience in library work. The presumption may be that the teaching profession is the nearest approximation to the library profession. But such a presumption is not valid.

42:2 There is, however, provision for office-bearers in approved libraries to be nominated. At present, these office bearers will not be men with experience in library work. But it is probable that in due course they may turn out to be men with experience in library work.

42:3 On the other hand, section 42 of the Model Act provides for the inclusion of persons with experience in library work in a Local Library Committee. They will be nominated by the Local Library Authority.

42:4 The Model Act also provides that a majority of the members of the Local Library Committee should be members of the Local Library Authority. It further provides that the head of the Local Library Authority will be ex-officio member of the Local Library Committee. These provisions are intended to minimise friction between Local Library Committee and Local Library Authority.

42:5 The wording of the Model Act can be narrowly interpreted. The section may be satisfied by including in the Local Library Committee only one person with experience in library work.

42:6 It would have been better if the Model Act had prescribed a certain minimum of the persons with experience in library work to be included in the Local Library Committee.

MODEL ACT

CHAIRMAN AND SECRETARY	421. The Mayor or Chairman or President, as the case may be, of the Local Library Authority shall be the Chairman of the Local Library Committee and the City or the District Librarian, as the case may be, shall be the Secretary.
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MADRAS ACT

5. (4) The member referred to in clause (c) of sub-section (2) or in clause (e) of sub-section (3), as the case may be

shall be the Secretary of the Local Library Authority concerned.

5. (5) Every Local Library Authority shall elect one of its members to be the Chairman.

COMMENTARY

421 : 1 Section 5 (5) of the Madras Act provides for election of the Chairman of the Local Library Authority.

421 : 2 The Model Act provides for the head of the Local Library Authority to be ex-officio Chairman of the Local Library Committee. The reason for this has been explained in the preceding section of the commentary.

421 : 3 Section 5 (4) of the Madras Act makes it possible for a government officer not belonging to the library profession to be appointed as the Secretary to the Local Library Authority. In practice the District Educational Officer is so nominated.

421 : 4 This is not a happy arrangement. It smells of conservatism. It indicates reluctance to recognise library profession. But the spirit of making the District Educational Officer virtually ex-officio Secretary to the Local Library Authority is but in keeping with that of the Director of Public Instruction being made ex-officio State Librarian. There may be exceptional District Educational Officers eminently fit to foster library service. But most will not have the necessary outlook or competence.

421 : 5 However, the wording of the Madras Act is such that without a formal amendment of the Act, it is within the competence of the Director to nominate the District Librarian as the Secretary. As the power of nomination is unfortunately vested in the Director, the Minister will have to direct him in making the nomination correctly. A proper convention should be established in this matter.

421 : 6 On the other hand, the Model Act is forthright in this affair. It makes the District Librarian ex-officio Secretary. After all, the library system of the district requires considerable care and enthusiasm to be properly developed. It is the District Librarian that can formulate helpful proposals for sanction by the Local Library Authority. He alone can pilot them with knowledge,

conviction and confidence. To put him behind the screen and to pump all such new ideas through an officer already burdened with his own work and without any familiarity with library service, is putting an undue hurdle in the way.

421 : 7 Much of the infantile paralysis in the development of the District Library System under the Madras Act is due to this suppression of the one man who is expected to know the job. What has been the experience till now ? The elected Chairman and the Educational Officer, the ex-officio Secretary, are both equally ignorant of the needs or the potentialities of library service. They can only know of the petty administrative powers which go with their office. It is very probable that there is tension and quarrel between these two officers in sharing those administrative powers. The librarian himself may get squeezed between the pestle and the mortar of the Chairman and the Secretary.

421 : 8 A deeper cause for this unfortunate outlook of the Madras Act is the status and salary sanctioned for the District Librarian. It is not only non-gazetted ; it is not even one of the top grades of the non-gazetted class. It cannot attract men with personality. It cannot retain men with experience. The result is that the District Librarian cannot, so to speak, sit at the same table with the District Educational Officer or the non-official Chairman. Unless this root-cause is removed and the members of the Local Library Authority accept the District Librarian as their equal, the development of library service will be halting, rickety and ineffective. The status and salary of the District Librarian will be gone into more fully in the commentary sections 8.41 and 8.42.

MODEL ACT

43. Every Local Library Authority shall consider a report from its Local Library Committee before exercising any of its functions with respect to Library Service ;

REPORT

Provided that an Authority may dispense with such a report, if, in its opinion, the matter

is urgent and inform the Local Library Committee about it as early thereafter as possible.

COMMENTARY

43 : 1 The Madras Act is not in need of a corresponding section on account of its making the Local Library Authority an *ad hoc* body for the specific function of library service.

43 : 2 Section 43 of the Model Act is procedural. Experience has shown in other countries that this statutory provision is necessary to prevent the parent body from taking law into its own hands and neglecting the statutory committee. The way in which some of the Governments in India are treating the committees appointed by them confirms the great potency of such a danger. The Committees are often put in cold storage. The power of patronage vested in the Government—particularly in the bureaucracy—acts as a silencer of the members of the Committee. If a member is daring enough to challenge the Government, he gets the reply that it is not obligatory that the Committee should be consulted or even that meetings of the Committees should be convened.

43 : 3 In a written democratic constitution, it is not wise to leave such matters to commonsense or to a sense of decency. That is the reason for the inclusion of such a procedural section in Acts of this nature.

MODEL ACT

44. A Local Library Authority may delegate to its Local Library Committee any of its functions with respect to libraries except the power of
DELEGATION imposing or varying a rate, or borrowing money, or of disposing of landed property and buildings, or of passing the budget or of submitting the report to the State Library Authority.

COMMENTARY

44:1 The Madras Act is not in need of a corresponding section on account of its making the Local Library Authority an *ad hoc* body for the specific function of library service.

44:2 A statutory committee may be merely a reporting committee. It may also have delegated powers. Sound business-sense will make an omnibus local body delegate power to its specialised functional statutory committees. The Act should provide freedom to do so.

44:3 At the same time, the power of imposing or varying library rate should not be so delegated. The same principle should apply also to the other committees of the Local Body. Otherwise there will be no co-ordination in the taxation of the locality. Taxation will be unco-ordinated. It may become burdensome. All these remarks apply to all matters connected with property and money including budget. For this reason the Model Act excludes these matters from the power of delegation of the Local Library Authority.

44:4 The Local Library Authority should not delegate to its Library Committee the duty of submitting the annual report to the State Library Authority. After all, it is in considering the annual report that the Local Library Authority can inform itself about the way in which its library functions are being discharged by its Library Committee.

MODEL ACT

45. A Local Library Committee may, subject to such restrictions as may be imposed by its Local Library Authority and the arrangements approved by the State Library Authority,

1. appoint such Sub-Committees constituted in such manner as the Committee may determine; and
2. authorise any such Sub-Committees to exercise any of its powers on its behalf.

MADRAS ACT

EXECUTIVE
COMMITTEES
AND SUB-
COMMITTEES OF
LOCAL LIBRARY
AUTHORITIES

7. (1) A Local Library Authority may appoint an executive committee consisting of such number of its members, not exceeding seven, as it may deem fit and delegate to such committee all or any of its powers or duties under this Act.

(2) A Local Library Authority may also from time to time appoint sub-committees to enquire into and report or advise on any matters which it may refer to them.

COMMENTARY

45:1 The Madras Act provides for an Executive Committee to be appointed by the Local Library Authority. It can delegate all or any of its powers or duties to that committee. It is logically possible under this provision, for a Local Library Authority to have no function other than appointing its Executive Committee. I suppose one can depend upon the inexorable ego even of a corporate body to prevent its reducing itself to a mere Polling Body which exercises its power of poll just once in its life time.

45:2 The necessity for section 7 (2) in the Madras Act is not clear. The sub-committees provided for under this section are only reporting committees. They can have no executive power. They can derive no delegated power. Cannot any Corporate Body appoint such a sub-committee without any statutory provision for the same?

45:3 The Model Act makes provision for sub-committees no doubt. But then it provides for delegation of powers and duties to them.

MODEL ACT

VILLAGE
LIBRARY
COMMITTEE

46. A Rural Library Authority shall appoint a Village Library Committee for each or any of its Delivery Stations to advise it on local requirements in

regard to Library Service in accordance with its instructions.

461. A Rural Library Authority shall recognise as
 a Village Library Committee the Library
 FOR AREAS OF COMMITTEE appointed by the Municipal
 BRANCHES Council or the Village Panchayat of any
 area in which one of its Branch Libraries is
 functioning.

COMMENTARY

46 : 1 The Madras Act omits the provision for the appointment of Village Library Committees by a Rural Library Authority in the manner in which the Model Act does it. This is a serious omission.

46 : 2 This omission is traceable to a wrong understanding of the functioning of a democratic community. It betrays lack of psychological insight. To make a social service, such as library service, acceptable to a village community, a sense of ownership should be induced in them. They should be made conscious of their right to ask for the right kind of service. They should be given statutory opportunity to do so.

46 : 3 I remember to have witnessed in 1950 a situation in the Los Angeles County Library system in California. The County Librarian was adopting a policy—no doubt well-intentioned—but without taking the Village communities with him. The existence of a village Library Committee led to a protest against his policy. When I visited the County Library Headquarters, I learnt about the tension. It happened that the County Librarian drove me to the house of my host. A humorous situation ensued. My hostess was amused to find the County Librarian in their house. She announced her mother's name. It was this mother that had protested against the policy of the County Librarian. The County Librarian felt embarrassed for having told me about the unreasonableness of Village Library Committees and the great inconvenience

and even a nuisance which they proved to be. Reciprocally, when I went to the village of the mother of my hostess, that lady gave me the other side of the picture. I suggested a method in which the tension could be eased.

46:4 A Village Library Committee may prove to be an inconvenience on occasions. But that is a prize which is worth paying to make the village folk accept service. After all, the personality of the District Librarian should manage such Village Library Committees with tact and geniality. Omission of of Village Library Committee will develop an impersonal, bureaucratic, non-service, un-librarian-like attitude in the District Librarian.

46:5 The Model Act provides, for towns with less than 50,000 population, a Branch Library to be maintained by its District Library Authority. To show regard to the Municipal Council or the Village Panchayats, as the case may be, of a town, the Model Act prescribes that its Village Library Committee should be virtually appointed by itself.

MODEL ACT

47. The minutes and proceedings of a Local Library Committee or a Village Library Committee shall be open to the inspection of any rate-payer in its area are served by it, on payment of a fee not exceeding one rupee and any such rate-payer may make a copy thereof or an extract therefrom.

ACCESS TO
MINUTES

COMMENTARY

47: The Madras Act omits section 47 of the Model Act. This is another consequence of the undemocratic spirit behind the Madras Act.

47:2 In a democratic set up the right to inspect the minutes and proceedings on payment of a prescribed fee, if necessary, is usually conceded to a rate-payer.

47:3 This lacuna can be removed without waiting for an amendment of the Act. Accordingly the substance of section 47 of the Model Act has been incorporated in Rule 40 of chapter 4 of the Rules under the Madras Act.

Chapter 5

State General Library

MODEL ACT

51. The State Library Authority shall establish, maintain and manage a State Central Library at the metropolis or any other suitable place to function as a reservoir for the library system of the State.

511. The State Library Authority may establish, maintain and manage a State Branch Library for any of its linguistic regions at any suitable place within it.

COMMENTARY

51:1 The Madras Act practically follows the Model Act in regard to the State Central Library and its branches.

51:2 The only variation is the provision in the Madras Act for the conversion of an already existing Government Library into the Central Library. This is a helpful improvement over the Model Act.

MODEL ACT

52. The State Librarian shall be the officer to discharge the duties and exercise the powers laid down in parts III and V of the Press and Registration of Books Act of 1897; the State Central Library shall maintain a State Bureau of Copyright to assist him in the matter.

521. One copy of each of all printed materials received under the Press and Registration of Books Act of 1897, shall be kept in the State Copyright Collection Central Library or a State Branch Library as a separate Copyright Library for reference within the premises of the library but not for loan of any kind, except for production in a Court of Law on demand by the said Court.

522. A second copy if requisitioned under the said Act shall be included among the stock of the State Central Library normally available for loan.

523. A report of the working of the State Bureau of Copyright shall be incorporated in the Annual Report of the State Librarian.

MADRAS ACT

AMENDMENT OF
THE PRESS AND
REGISTRATION
OF BOOKS ACT,
1867, IN ITS
APPLICATION TO
THE PROVINCE:
CENTRAL ACT
XXV OF 1867

19. The Press and Registration of Books Act, 1867, shall, in its application to the Province be amended as follows:—

(i) In section 9, first paragraph, clause (a) (which relates to the delivery to the Government of copies of books by the printer of a press) for the words 'one such copy', the words 'five such copies' shall be substituted;

(ii) In the same section, in the last paragraph, clause (i), for the words 'a copy of the first or some preceding edition of which book has been delivered', the words 'five copies of the first or some preceding edition of which book have been delivered' shall be substituted.

(iii) In section II, for the first sentence, the following sentence shall be substituted, namely:—

“ Out of the five copies delivered pursuant to clause (a) of the first paragraph of section 9 of this Act, four copies shall be sent to the central library referred to in section 4, clause (a) of the Madras Public Libraries Act, 1948, and the fifth copy shall be disposed of in such manner as the Provincial Government may, from time to time, determine.”

COMMENTARY

52:1 The Madras Act does not explicitly locate the Copyright Office in the State Central Library. Nor does it transfer the duties and powers of the Registrar of Books to the State Librarian.

52:2 The Model Act does all these.

52:3 It is not necessary to amend the Madras Act to bring it in conformity with the prescription of the Model Act. For under the Press and Registration of Books Act of 1867 the appointment of the Registrar of Books is left to the discretion of the State Government. It is therefore open to the State Government to appoint the State Librarian as the Registrar of Books and transfer the State Bureau of Copyright to the State Central Library.

52:4 But this matter has not engaged the attention of the State Library Authority or of the Director. The Office of the Registrar of Books is continuing as of old as if the passing of the Madras Act has had no effect on it, either in its status or in its functions or in the manner in which the *Copyright catalogue* is being produced and published.

52:5 This is a matter in which the Director could have taken action without any difficulty. He has not done so probably for the simple reason that the Director's hands are quite full of a multitude of traditional duties. He is not a professional librarian. The Special Officer who is supposed to help the Director in the discharge of his powers and duties has proved ineffective. The reason for his being ineffective is not relevant.

52:6 When the modifications in my draft bill were discussed, I raised the issue of the omission of this section. The Minister naturally told me that it could be done by executive order and

that there was no need to load the Act with the section. I am not sure whether the Government was prevented by the wording of the Press and Registration of Books Act from nominating the Registrar of Books through an Act. It does not, however, seem to be truly so. For, what the Government can do by executive order, it must be able to do by legislation.

52:7 What is the result now? Before the Act could be implemented that Minister had to resign. Neither the bureaucracy nor his successor minister knew his intention. More than three years have passed since the Madras Act came into force. And yet nothing has been done to vitalise the Copyright Library. This was a matter entirely within the competence of the Government. There was no need to consult or to seek the co-operation either of the Central Government or of any statutory body created by the Madras State. It should be possible for the Government to attend to this without much difficulty.

521:1 The Madras Act provides for five copies of every book printed within the State being delivered to the Government. This appears to be extravagant.

521:2 The Model Act contemplates only receiving two copies—one for preservation for posterity and for legal purposes, and the other for current use.

521:3 Let us see the consequence of the State Central Library receiving four copies of every book published in the Madras State. It is a matter of experience that Madras is known to be the best printing centre in India. Books produced in several of the other constituent States are printed in Madras. As a result, nearly five to six thousand books are published in Madras each year. As a consequence 20,000 copies will be added under the Copyright Act. Is the cost of shelf-space and maintenance really worth the value of the two additional copies provided by the Madras Act. Many of these 5,000 copies are really of little value.

521:4 In his *Flow of literature* published in Pp. 58-73 of the *Memoirs* of the Madras Library Association (1940), S. Ramabhadran has analysed the standard of the books produced in Madras in 1938. 6,040 items were recorded in the four issues of the *Quarterly*

catalogue published by the Registrar of Books. Here are the results of his analysis.

Loose numbers of the 391 periodicals current in the year	3,123
Pamphlets (Below 50 pages)	1,087
Elementary text-books	941
Other ephemeral items	599
	<hr/>
Total	5,750
Substantial books	290
	<hr/>
Total	6,040

From this it is obvious that only 5% of the output of the printing presses of the Madras State are substantial books. In absolute number they were only as few as 290 in 1938. Is it of any value to collect and preserve four copies either of the 3,000 loose numbers of periodicals or of the 1,000 pamphlets or of the 1,000 elementary text-books or of the 600 other ephemeral items? Obviously it is not.

521 : 5 This feature is not peculiar to the Madras State. It is experienced also in every other country though in a less pronounced form. As a result of this experience, other countries have merely taken power to claim copies of any book under the Copyright Act. It is not obligatory for the Copyright Collection to take a book. There is even another power taken. A book may be weeded out after some years, if found worthless. The only provision is that before weeding out any book, the author or his heir should be given the option to take it back.

521 : 6 It would be demoralising to have a provision in an Act but to fail to enforce it. It is therefore desirable that section 19 of the Madras Act should be suitably amended at the earliest opportunity.

523 : 1 The Madras Act omits section 523 of the Model Act. Its inclusion would have put more life into the copyright collection of the State.

523 : 2 The report of the Director of Public Instruction does include the working of the Office of the Registrar of Books. But it occupies a negligibly subsidiary place in that report. It is meagre. The report is more to serve official purposes than bibliographical purposes.

523 : 3 The focus of interest in the Copyright Act has shifted during the last few centuries from a political one, than to a legal one, and now to a bibliographical one.

523 : 4 After the bibliographical value, to the nation as well as to the world, of the copyright collection came to be realised, great attention is being paid to the Copyright list. It has been recognised as the official National Bibliography for the year. The best known example of it is the British National Bibliography commenced in 1950. It is a remarkable production. In spite of the handicap of outmoded British tradition, the Editor is making an excellent job of it. It should be a gratification to India and to Madras in particular, that some of the techniques designed and published in the books of the Madras Library Association are being used in building up the British National Bibliography. Is it not an irony that while the technique forged in Madras is valued and adopted in a foreign land, the State Bibliography of Madras is totally oblivious of its existence or of its value. Will this have happened if the Copyright Library had been put in charge of a professional librarian? Will the old ways have been allowed to continue unquestioned if the State Librarian is an independent professional librarian and not the non-professional Director of Public Instruction ex-officio? The result has been that a great opportunity to set an example of the best form of National Bibliography is being lost by the Madras State.

52 : 5 Another irony is this. A considerable money is being wasted in perpetuating the outmoded *Quarterly list* of the Registrar of Books. The time-lag in its publication is such that it serves hardly any purpose. It comes out too late to help book selection. On the other hand the British National Bibliography has reduced time-lag to a minimum—not more than two weeks. This fact and the professional thoroughness of its features

of classification and cataloguing are leading to a considerable national economy. For, the various libraries in the country have begun to accept its classification and cataloguing. Indeed the benefit of centralised classification and cataloguing are being introduced in a quiet and unobtrusive manner. This integration of the publication of the National Bibliography and the library needs of the country has made it possible for the British National Bibliography to be nearly self-supporting. Very soon it is bound to be self-supporting. A similar thing is happening also in Denmark. But in Madras public money is spent on it without any adequate return to the public.

523: 6 It is hoped that the Government will set this matter right at an early date. It needs no amendment to the Madras Act. It requires only executive action. The Rule suggested by me to provide for this has been adopted as section 7 (d) of chapter 1 of the Rules. But the Rule has not yet been implemented.

MODEL ACT

53. The State Central Library may maintain a
 STATE LIB- State Library for the Blind, for the
 RARY FOR production, storing and serving of books
 THE BLIND for the blind.

531. The carriage of the books for the blind bet-
 FREE POSTAL ween the State Central Library and the
 TRANSPORT Blind readers within India shall be done
 by the Postal Department free of Postal Charges.

532. A report on the working of the State Library
 REPORT for the Blind shall be incorporated in the
 Annual Report of the State Librarian.

COMMENTARY

53:1 The Madras Act has totally neglected library service for the blind.

53 : 2 This appears to be directly or indirectly connected with a wrong view of the subject taken by the Central Government. As a Member of the National Central Library Committee of the Central Government. I brought up an elaborate memorandum on the establishment of the National Library for the Blind as a wing of the National Central Library. The draft minutes of the meeting of that Committee held on 7 April 1948 contained the following item :

“It was recognised that the scope and the functions for the National Library for the Blind being so very different from the usual library service, and in view of the fact that the Ministry of Education has already on hand a separate scheme for such a purpose, the consideration of this was dropped.”

The fact was that the Ministry of Education had a committee to consider the treatment of the blind, to make them useful citizens of the country, to provide for their occupational requirements and so on. No doubt all this work is of great social value. But the supply of books is essentially a library matter. Though the Ministry of Education is providing for the education and occupational fitness of ordinary people, it finds it wise to leave the supply of books to the National Central Library and the associated National system of libraries. The same factors point to the need for the library service to the blind to be separated from other forms of social service to the blind and to be located in the National Central Library.

53 : 3 In other countries there is no evidence of the mixing up of the library service with other social activities bearing on the blind population. Can it be that this confusion between library service and other amenities to the blind is traceable to the poor emergence of library consciousness in the authorities ?

53 : 4 However, the Government has accepted the Rule suggested by me on this subject. It appears as Rule 7 (f) (ii) of chapter I of the Rules.

MODEL ACT

STATE
BUREAU
OF INTER LIB-
RARY LOAN

54. The State Central Library may maintain a State Bureau of Inter-Library Loan.

541. The State Bureau of Inter-Library Loan may include in the scheme of inter-library loan, the Public Libraries, the Departmental Libraries and such Outlier Libraries in the State as are willing to join the scheme on such conditions as may be agreed upon.

542. The State Bureau of Inter-Library Loan may enter into any scheme of inter-state library loan or international library loan as may be agreed upon by the participating States and the Union Government.

543. A report of the working of the State Bureau of Inter-Library Loan shall be incorporated in the Annual Report of the State Librarian.

BIBLIOGRA-
PHICAL
BUREAU

55. The State Central Library may maintain a State Bibliographical Bureau.

551. The State Bibliographical Bureau may admit into the scheme of its work other agencies like the Departments of the Government and Learned Bodies in the State.

552. The State Bibliographical Bureau may collaborate with similar bureaus or agencies of the other States and the Union Government and undertake such bibliographical work as may fall to its share by mutual agreement among the participating bureaus and agencies.

553. A report of the working of the Biliographi-
REPORT cal Bureau shall be incorporated in the
Annual Report of the State Librarian.

56. A State Bureau of Technical Service may be
maintained by the State Central Library for centralis-
STATE ed technical services like purchase, classi-
BUREAU OF fication and cataloguing of books for the
TECHNICAL Public Libraries, Departmental Libra-
SERVICE ries and such Outlier Libraries in the
State as are willing to join the scheme on such condi-
tions as may be agreed upon.

561. The Bureau of Technical Service may collabo-
COLLABO- rate with similar bureaus of other States
RATION and of the Union Government and
undertake such technical work as may fall to its share
by mutual agreement with the participating bureaus.

562. A report on the working of the Bureau of
REPORT Technical Service shall be incorporated
in the Annual Report of the State Librarian.

COMMENTARY

54 : 1 The Madras Act has omitted all the sections from 54 to 562 of the Model Act.

54 : 2 This is but a consequence of the lack of realization of the concept of 'State Library System' described in commentary sections 0 : 2 to 0 : 24.

54 : 3 A great opportunity to secure considerable national economy and to make the library fund go the longest way by main-
tenance of National Bureaus or State Bureaus for Inter Library
Loan, bibliographical service and technical service such as pre-natal
classification, and centralised cataloguing, is being missed. The
opportunity can be seized in one or two ways. All these centralis-
ed library activities for the State can be established and maintain-

ed by pure executive orders issued by the State Library Authority. Or, in the alternative the Act might be amended to include all the sections discussed here. Perhaps a more effective third method may be to provide for these things in the rules to be framed for the duties and the function of the State Central Library.

54 : 4 Fortunately the Government has accepted my draft Rules on centralisation of Bibliography and Technical Treatment of Books. These occur in chapter 1 of the Rules as Rules 7 (d) and 7 (e) (i). (See section of chapter 3 of this book).

Chapter 6

Finance, Accounts and Audit

MODEL ACT

61. With the previous sanction of the State Library Authority and the Government, a Local Library Authority may raise a library rate in such manner and at such rate as may be determined from time to time.

MADRAS ACT

12 (1) (a) Every Local Library Authority shall levy in its area a library cess in the form of a surcharge on the property tax or house tax levied in such area under the Madras City Municipal Act, 1919, the Madras District Municipalities Act, 1920, or the Madras Local Boards Act, 1920, as the case may be, at the rate of six pies for every whole rupee in the property tax or house tax so levied.

(b) A Local Library Authority may, with the previous sanction of the Government and, shall, if so directed by them, increase the rate specified in clause (a).

COMMENTARY

61 : 1 The Madras Act makes a minimum levy of six pies rate compulsory. The Model Act merely makes levy of a library rate

permissible. Even here the levy is subject to the previous sanction by the State Library Authority. The compulsory feature of the Madras Act is no doubt an improvement.

61 : 2 This section of the Madras Act appears to have been brought into force throughout the State. Money is accumulating. But money by itself cannot institute service. There is not sufficient professional man-power available for hire. There is not sufficient reading materials available for purchase. There is not sufficient organisational knowledge to utilise the library fund profitably. This is an unusual phenomenon. Accumulated money without proper channels for conversion into service is a potential danger. Great vigilance is required on the part of the Government and the local public to prevent immediate or deferred harm.

67 : 3 The intention of the Model Act in providing the hurdle of prior sanction of the State Education Authority was to provide a means to adjust the collection of library fund in the measure of the man-power, the book resources and the organisational knowledge available or likely to become available. The intention was that this adjustment between levy of library rate and the provision of the means for its proper utilisation could be brought about by different areas being started on the discharge of their library function at different times according to a time-table to be framed by the State Library Committee.

61 : 4 The prescription by the Madras Act of prior Government sanction for any increase of the library rate above the statutory minimum of six pies, is a sound one. After our independence the whole tax pattern of the country has gone into the melting pot. The State Government and the Local Body have all got powers of taxation. In their first flush of enthusiasm there is a possible danger of the tax payer's capacity being overlooked and each taxing authority exercising its power independently of the others. The prior sanction of the State Government for levying local rates is a necessary safeguard against this danger. There is evidence of the Governments of the constituent States on the one side and the Union Government on the other voluntarily getting into mutual

consultation on the matter. Indeed they appear to have decided to make this consultation a regular annual feature. At the level of local rates, the statutory provision for such co-ordination is a welcome measure.

MODEL ACT

62. The library rate shall be collected in the same
MODE OF manner as other rates and taxes payable
COLLECTING to the body which has been constituted
as the Local Library Authority.

MADRAS ACT

12 (2) The cess levied under sub-section (1) shall be collected—

- (a) in the City of Madras, by the Corporation of Madras;
- (b) in an area within the jurisdiction of a municipal council, by the municipal council;
- (c) in an area within the jurisdiction of a panchayat, by the panchayat; and
- (d) in an area in a district not included within the jurisdiction of a municipal council or a panchayat, by the district board

as if the cess were a property tax or house tax payable under the Madras City Municipal Act, 1911, or the Madras District Municipalities Act, 1920, or the Madras Local Boards Act, 1920, as the case may be, and all the relevant provisions of the said Acts shall apply accordingly.

Provided that the Government may, by notification, direct that for the purposes of the collection of the cess aforesaid, the provisions of the Madras City Municipal Act, 1919, or the Madras District Municipalities Act, 1920, or the Madras Local Boards Act, 1920, as the case may be, shall apply subject to such modifications as may be specified in the notification.

(3) The cess collected under sub-section (2) shall be paid to the Local Library Authority concerned by the Corporation of Madras, the municipal council, the panchayat or the district board, as the case may be.

COMMENTARY

62:1 In the Madras Act, the Local Library Authority is an *ad hoc* body. It would naturally be uneconomical for it to have its own machinery for collecting the library rate. This has been realised by the legislature. The Act has prescribed that the tax-collecting machinery to be each one of the four types of local bodies—City Corporation, Municipal Council, Panchayat Board and District Board—who collect the rates for the respective Local Library Authorities. This is no doubt a clever prescription.

62:2 But sooner or later this will lead to friction. This has become necessary. But this is a corollary to the initial fault of the Act in making the Local Library Authority independent of the Local Body. We have landed on this point from several angles. At the earliest opportunity the Act may be amended in this respect.

MODEL ACT

63.	The State Library Authority shall, by rules
LIBRARY	make provision for the payment by it to
GRANTS	each Local Library Authority

1. of annual grants in respect of the expenditure incurred by such Authorities in the exercise of their functions in respect of this Act; and

2. of special grants for the acquisition of lands and buildings, for providing buildings and furnishing them and for other special purposes relating to the discharge of their functions in respect of this Act.

MADRAS ACT

13-(3) The Government shall contribute to the Library Fund maintained by every Local Library Authority other than

the Local Library Authority for the City of Madras, a sum not less than the cess collected under section 12, subsection (2)

COMMENTARY

63 : 1 The Madras Act has imposed a statutory obligation on the State Government to contribute to each Local Library Fund at the flat rate of one rupee for every rupee collected by the Local Library Authority. This explicit financial provision by law is quite wise. A continuing social service should be protected from annual gales in party politics. The legislature has no doubt theoretically the right to vote or refuse public expenditure to any extent. But life would become impossible if the legislature exercises this right whimsically without any continuity of policy. If the legislature votes library grant in 1952, refuses it substantially or totally in 1953 and restores it again in 1954, nothing but chaos will prevail. The original intention of providing public library service will become null and void. To prevent this, in all parliamentary form of government, the finance needed for up-keep of social services is put on a statutory basis. The legislature confines its right only to token cut-motions to draw attention to public grievances in the rendering of the service for which the money is voted. The whole process of putting a legislation through will have to be invoked to make any drastic changes in the provision of funds.

63 : 11 The compulsory financial section in the Madras Act is however an illusion. The explanation given in commentary section 61 : 44 for merging rural and city areas tells the true story. The grant provided by the Act is not a grant to the areas which tax themselves for library service. It is only money given by Government for library service to rural areas which do not tax themselves. The reason for not enabling them to tax themselves is not their poor taxable capacity, but difficulty in finding an easy way of levying the library cess such as surcharge on property or house tax even as in cities and towns. The explanation given in commen-

tary section 31 : 44 explains also why Government Grant is denied in Madras Act to the City of Madras. The reason is that the District of Madras has no rural area in it!

The virtual "no grant" hidden in the "assurance of grant" is not fair. After all, the taxable capacity is tapped by the Government far more than what happens in many other countries. The residual taxable capacity of the cities is too poor to provide the necessary local services. The Government should make a "real" contribution to them. The Madras Act needs revision in this matter.

63 : 2 The Model Act, on the other hand, has made government grants compulsory to all areas. But it has left the rate of grant to be decided by rules. There are reasons for this.

63 : 21 In the first place the proportion of State-grant to the proceeds of the local rate cannot be the same for all areas. As shown in coummtary section 63 : 11, the Madras Act itself hides the intention of the government to find the entire library fund for rural areas from its own revenue. As a result of experience, other countries provide differential proportion for State-grant. In Sweden, for example, the proportion of government grant may range from half to four times the proceeds of local library rate. This is too much of a detail to be included in an Act. Modern legislative technique therefore provides for the Act merely stating the obligation of the State to pay library grant, and leaving it to the Rules or subsidiary annual acts to fix up the details about the rate of grant. The Income Tax is somewhat on these lines. The proposed Estates Act, too is along these lines.

63 : 22 Secondly the proportion may have to be varying more frequently than it is convenient to invoke action by legislature. Anyhow this experiment of leaving such details to the rule-making power of the government has been going on for some years. The Model Act seeks to utilitise this legislative device in the matter of government grant to libraries.

63 : 3 The Madras Act provides only for a general purpose, recurring grant — presumably for recurring expenditure. But this is not sufficient in the present tax-pattern of the country. The load of taxes payable to government — Union and State taken together — is very heavy; with the result, the taxable capacity for local services is poor. It is too poor for a local body to find money from its rates for capital expenditure such as acquisition of land, provision of buildings, initial equipment of buildings and initial purchase of the basic stock of books. In view of this, the Model Act makes it obligatory for the State Library Authority to provide for special non-recurring grants for capital expenditure.

63 : 31 The absence of this provision in the Madras Act is likely to make the public libraries somewhat rickety for several years.

63 : 32 However if the principle of capital grant is conceded, it should be left to the State Library Authority to implement it by Rules. Already Rule 7 (e) (2) of Chapter 1 of the Rules under the Madras Act brings, within the powers and duties of the State Library Committee “the promotion of standards for library buildings, fittings, etc.” This power cannot be exercised profitably, unless Local Library Authorities can be given the necessary monetary aid to make their buildings and furniture conform to the prescribed standard. Moreover, Category 2 (c) of section 13 of the Act itself recognises the possibility of capital grant. It reads “special grants which the government may make for any specific purpose connected with libraries.”

MODEL ACT

631. The State Library Authority shall, by rules, GRANT FOR COLLEGE OF LIBRARY SCIENCE	make provision for the payment to the Universities approved for the purpose 1. of annual grant for the College of Library Science;
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2. of annual grants for the payment as stipends to the students of the State pursuing a study of Library Science ; and

3. of special grants for the equipment of the College of Library Science.

COMMENTARY

631 : 1 The Madras Act does not make any provision for spending money for training library personnel. The Model Act makes it compulsory for the State Library Authority to give annual grants as well as capital grants to approved Universities to establish, equip and maintain a College of Library Science.

631 : 2 It may be contended that the University Act provides both for block grant and extra grant for specific purposes. It is open to the University, it may be said, to persuade the Government to give an extra recurring grant under the University Act for the maintenance of the College of Library Science. But the trouble is that hardly any University in India has begun to live in close attunement with the needs of the community. On the other hand, they have developed a rigidly conservative outlook in regard to the status of subjects. I am aware of the cheap fun made by some dons when Library Science was admitted as a subject fit for study and research — even when hardly any expenditure was involved. It is true that in spite of them, Library Science has now found a place in the curriculum of some of the Universities. But the vested interests of long established departments and the great voice they have already acquired in university affairs, make it improbable that universities will voluntarily ask for grants for Library Science. A dog-in-the-manger policy sprouts in academic circles. When an enlightened university executive puts up proposals to ask the Government for aid to strengthen the Department of Library Science, other departments howl it down, though

allowing this request to go to government was not going to jeopardise their own grants.

631 : 3 But the State is vitally interested in the perpetual self-education of the adults of the country. It should realise, more than a university can, the importance of public library service being effective. To make it effective, it will have to find the necessary library man-power. But it would be unwise for the government to provide for the training of librarians directly through its own officers in the Ministry of Education—as unwise as it would be for the Ministry of Public Works to impart engineering education directly through its secretariat staff or for the Ministry of Public Health to impart medical education through its own secretariat staff. The correct thing to do is therefore to tell the University “Establish a College of Library Science. I shall give you the necessary funds.” This is what the Model Act prescribes.

631 : 4 The Model Act is again realistic. Library service is new to the country. Library profession is yet to be formed. Its possibilities are not yet known. Domestic ambition is not likely to be allured by it. Families may not be willing to send their children to a course in Library Science. They will not finance their children to prepare for a library career. Other services too have gone through this stage. Teaching profession was in this stage for nearly three generations. The profession of forestry still continues to be in this stage. The method adopted in these cases should also be adopted to raise the library profession in the country. Persons with the necessary general academic qualifications should be recruited. They should then be deputed to take the professional training in a College of Library Science. Their expenses should be found during the period of their training. This method will have to be continued for nearly a generation. By that time a steady ‘library market’ would have established itself. Law of supply and demand will bring in young men for library training at their own cost.

631 : 5 At present the State does not appear to have realised the difficulties of the situation. This is due to the

library profession coming into existence so late in the day. In most other professions the transitory stage had long been passed. A Public Service Commission has come into existence to pick and choose from among those duly qualified for the respective professions. The State blindly asks the Public Service Commission to adopt the same method of advertisement for ready-made men, in the case of the new library profession also. The Public Service Commission too comes across this profession for the first time. Its members had been mostly brought up under non-library conditions. They could not therefore realise the elements making up professional competence needed in librarians. We therefore find the development of library service retarded by wrong recruitment.

631:6 Even something worse happens. In 1948, the Minister had realised the importance of professional training to make the Act a success. He provided some money in the budget to depute four candidates to the Department of Library Science at Delhi. Predatories intervened. Recruitment was delayed. It was ultimately made hastily. Only two candidates could be secured at such short notice. At the end of the year the unspent balance of the deputation fund was sought to be knocked away. Evidently this delay and the inefficiency in recruitment had been planned.

631:7 The Minister realised it at the end of the year. He made another attempt to recruit a proper candidate for training. But as ill-luck would have it, the Minister resigned. The bureaucracy forgot. It was reminded. It replied that the Government was advised that Delhi was more costly than Madras. A letter went back explaining the long term view and the short term view on the investment of public money on the training of library personnel. The secretary discovered that the advice given to the Government was an interested and tainted one. Even then predatories won. Because by the time the Secretary got insight into the problem, one third of the academic year was over. It was too late. Before the next academic year began, that knowledgeable secretary had been transferred to some other post.

631 : 8 The probability for the intention of the Act and of the Government being wrecked in this manner would be less if a Statutory provision for library training along the lines, prescribed in the Model Act, existed. No doubt even then clever people may abuse such a provision. All that is meant is there will be continuity in the policy of the Government sending up candidates for library training from year to year. At least in some years proper results might be got. But as it is, the question of sending candidates for training has to be started from scratch every year. Every inch has to be fought from 'A to Z' every year. Something is done grudgingly. On the other hand, lack of trained personnel is alleged as a reason for failure in developing library service.

MODEL ACT

64. Every Local Library Authority shall maintain
 LIBRARY a Local Library Fund from which its
 FUND expenses in respect of the provisions of
 this Act shall be met.

MADRAS ACT

13 (1) Every Local Library Authority shall
 LIBRARY FUND maintain a fund called the Library Fund from
 which all its expenses under this Act shall
 be met.

COMMENTARY

64 : 1 The Madras Act closely follows the Model Act in providing for the maintenance of a library fund.

64 : 2 Such a section was included in the Model Act in the light of past experience. A library has always to be a dependant body. It often becomes the Cinderella of the parent body. In the absence of a separate budget and a separate library fund, money provided in the budget for library purpose is often diverted to other purposes.

64 : 3 This was happening in a University Library. After a stiff fight, a separate library fund was opened. The unspent balance of the library budget in any year could only lapse to the library fund and not to the general fund of the parent body. For several years thereafter, there was no diversion from the library fund. But a daring person appeared in the management of the parent body. For years he had been having his covetous eye on the flourishing library and its library fund. He had, evidently, some political i.e. communal axe to grind. As soon as he got the technical power, overnight he quietly transferred a big part of it to some other fund. The library was no doubt crippled thereafter. But its growth would have been impossible and its crippling would have occurred even at its birth, but for the formation of a separate library fund.

64 : 4 The fate of the money voted for the library—of a school or college and of a Local Body under the Local Boards Act—bears witness to this. In schools and colleges a sports fund was formed. It was made out of bound for the parent body. Development of sports in schools and colleges are no longer dependant on the whims and fancies of the parent body. This has pointed the way. Unless there is an independent library fund, library service will suffer. It is a matter of gratification that the Madras Act has realised this and prescribed the formation of a statutory library fund.

MODEL ACT

CREDIT 641. To the Library Fund of a Local Library Authority shall be credited

1. the amount raised as library rate ;
2. the amount, if any, which may be transferred to it from the general funds of the body which has been constituted as the Local Library Authority ;
3. the grants received from the State Library Authority ;
4. the grants received from the Union Government ;
5. the amount collected under the Library Rules ;

6. the amount realised from endowments, if any; and

7. any contribution received from any person or body of persons.

COMMENTARY

641 : 1 The Madras Act should have included a general category like category 7 of the Model Act.

641 : 2 The Model Act envisages the possibilities of occasional distribution of grants to Local Library Authorities by Union Government. Though the universities fall within the sphere of the constituent States, the Union Government is financing specific projects located in different universities. Similarly though adult education falls within the sphere of the constituent States, the Union Government is providing funds to give financial assistance to Social Education Centres in the different States.

641 : 3 So also, it is not impossible that the Union Government helps Local Library Authorities. At any rate the presence of a category like category 4 of the Model Act will act as a remembrancer of an important source in library finance.

MODEL ACT

POWER TO BORROW 65. A Local Library Authority may with the sanction of the State Library Authority and of the Government borrow money for any of the purposes of this Act on such security and on such terms as the Government may approve.

COMMENTARY

65 : 1 The Madras Act is not making any provision for a Local Library Authority borrowing money for any of the purposes of the Library Act. Perhaps this is due to the fact that the Local Library Authority is a weak one that cannot carry credit in the money market.

65 : 2 That will not be the case if the omnibus Local Body becomes the Local Library Authority. Local bodies are usually empowered to raise public loans. Section 65 of the Model Act merely emphasises that the Local Body can borrow money for library purposes also.

MODEL ACT

STATE
LIBRARY
FUND

66. There shall be a State Library Fund from which shall be met

1. the salary of the State Librarian and his establishment, and the expenses of the State Central Library and its Branches ;

2. the expenses incidental to the meeting of the State Library Committee ;

3. the grants to be paid to Local Library Authorities ;

4. the grants to universities for the Colleges of Library Science ;

5. the expenses of conferences and exhibitions promoted by the State Library Authority for the furtherance of library movement; and

6. the expenses incurred in contributing to conferences and exhibitions held for the furtherance of library movement, including the expenses of any persons authorised by it to attend any such conference or exhibitions ; and

8. all other expenses incurred by the State Library Authority in the furtherance of the purpose of this Act.

PROVISION
OF MONEY

661. The Legislature of the State shall provide money to the State Library Fund.

662. To the State Library Fund shall be credited

- CREDIT 1. the amount provided by the Legislature ;
- Government ;
2. the grants received from the Union
3. the amount collected under the Library Rules of the State Central Library.
4. the amount received from endowments ;
5. any contribution received from any person or body of persons.

COMMENTARY

66 : 1 The Madras Act omits the formation of a State Library Fund. All the reasons given for the formation of a Local Library Fund hold good even with greater force in support of the formation of a State Library Fund. Once a Department of Library Science is granted by the Act, it should be saved from all the vexatious procedure having to be gone through year after year.

66 : 2 Moreover, essential educational and social services should always be saved from too much of dependence on red-tape in the formative years. The constitutional devices for this is to give them a Fund of their own. Then hands off.

66 : 3 Section 66 enumerates all the purposes for which the State Library fund can be used.

66 : 4 Section 661 makes it obligatory for the legislature to maintain the State Library Fund by voting money for it.

MODEL ACT

BUDGET 67. The Local Library Committee shall frame the annual budget.

SANCTION 671. The Local Library Authority shall be the sanctioning authority for the Library Budget.

ACCOUNTS 672. The accounts of the Library Authority shall be kept by the librarian under the direction of the Local Library Committee.

AUDIT 68. The account shall be open to such inspection, shall be subject to such audit; disallowance and surcharge shall be dealt with in all other respects in such manner as may be prescribed by rules.

MADRAS ACT

MAINTENANCE OF ACCOUNTS 14 (1) An account shall be kept of the receipts and expenses of each Local Library Authority.

14 (2) The account shall be open to such inspection, shall be subject to such audit, disallowance and surcharge and shall be dealt with in all other respects in such manner, as may be prescribed.

COMMENTARY

67 : 1 The Madras Act omits the sections on budgetary powers and duties, found in the Model Act. This is a consequence of its having a single-tier Local Library Authority ; whereas, the Model Act provides for a double-tier.

67 : 2 Section 14 of the Madras Act virtually follows section 672 of the Model Act. But the Model Act makes the librarian responsible for keeping the accounts. The Library Committee is only a directing authority. I think this is a better arrangement than making the Local Library Authority itself to keep the accounts.

67 : 3 The Madras Act and the Model Act are alike in their respective sections on audit of library accounts.

MODEL ACT

Library Rules, Inspection Report

71. No charge shall be made for admission to a Public Library provided by a Local Library Authority or, in case of a lending library, for the use thereof by the inhabitants of the area of such Local Library Authority, but the Authority may, if it thinks fit, grant the use of a lending library to persons not being inhabitants of its area, either gratuitously or for payment.

ADMISSION
TO PUBLIC
LIBRARY

MADRAS ACT

11 (1) Subject to the provisions of this Act and the rules made thereunder, a Local Library Authority may make regulations generally to carry out the purposes of this Act and, without prejudice to the generality of this power, such regulations may provide for—

REGULATIONS
BY LOCAL
LIBRARY
AUTHORITIES

(a) the admission of the public to public libraries in its area on such conditions and on payment of such fees as it may specify ;

COMMENTARY

71 : 1 The Madras Act omits the substance of section 71 of the Model Act. On the other hand, its section 11 (1) (a) suggests levy of fees on the clientele of the public library.

71:2 This is an innovation. For, the original draft of this section, found in the draft bill discussed by the Minister with me in December 1947, did not suggest the levy of fees. The same was the case with the printed draft bill introduced in the legislature.

This improper suggestion for levy of fees was introduced by the Select Committee on the Bill. This is evident from its report dated 17 September 1948.

71 : 3 During the period of the consideration of the Bill by the Select Committee, I was not in India. On the other hand, at that very time I was fighting at a meeting of the International Advisory Committee of Library Experts of the United Nations, against the levy of fees of any kind by a library. There was a proposal before us for fees to be paid to a library in the disguise of 'contractual services'. I moved an amendment that such contracts should be only with individuals. Here is the statement made by me in moving the amendment :

Proposed Amended Proposition

"The U. N. Library may, whenever it is necessary or expedient, secure contractual services by entering into contracts with *ad hoc* consultants for collecting reference and bibliographical data on specific subjects from the resources of other libraries".

Text of the 'Speech'

'The consideration for the contractual service will have to be monetary. But it is essential that no occasion should be created for any library to give its service to any individual—personal or corporate—on the basis of 'so much money, so much service'. The Anglo-American world, for example, has succeeded, after a century's arduous thinking and living in this matter, in setting up the principle that service of a library should be free. This I regard as the Library Magna Carta for which the world is indebted to Anglo-American countries. I know how difficult it is even now in some other countries in Europe and Asia to shake off what may be described as the old, old, tradition of inserting a money-sieve between the resources of a library and its potential consumers. Indeed human nature seems to have a heavy gravitation towards every kind of tradition which brings in 'bargain' of

one kind or another. This Committee must be extremely on the alert to see that no element in the policy it recommends puts the unique U. N. Library in a position that may be interpreted as helping perpetuation of that gravitation, directly or obliquely and, knowingly or unknowingly. Perhaps this gravitation has been eliminated for so long and so efficiently in the Anglo-American nations that they even fail to recognise it when it appears in a slightly disguised form. But the library profession practising in other countries is daily coming up against it and is very apprehensive of the 'repercussion of contracts with libraries on *ad hoc* monetary basis' on the fate of the Library Magna Carta in the world at large. It will set the clock back. This must be avoided. I would appeal to this Committee of Library Experts to resist outright whenever the 'service for payment' spirit begins to appear among libraries in an apparently innocent form.

"The formula set forth in the first paragraph of this memorandum appears to my mind to give freedom to the U. N. Library to secure *ad hoc* hands to explore materials in other libraries without any violence to the Library Magna Carta. It will give freedom to employ part-time consultants. As such consultants will be able men in the library profession. They can dig into the resources of any library without causing undue additional strain on its staff. Indeed in some cases the consultants may even be part-time men working in the library being explored. All that the U. N. may have to pay for to the library occasionally will be the reservation of a room for the secretary of the consultant if it be found absolutely necessary. Even here, it is possible for the contract with the consultant to cover such rents for office-room, so that he pays the library out of what he gets from the U. N. instead of money passing directly from the U. N. to the library even in this extreme form.

"Incidentally, this formula also provides against political and emotional prejudice that may possibly be induced in the constituents of the U.N. if the dressing of the intellectual

pabulum needed for it is left in the hands of an employee of another library, who was neither official nor contractual relation with the U.N.

“This formula will invest the U. N. library with capacity to draw from the lump sum provided in the U.N. budget for contractual services not involving permanent addition to the staff.”

71: 4 On my landing at Delhi Airport at 11 A. M. on 5 October 1948, a press reporter met me with some Madras dailies whose editorials had protested against the proposed levy of library fees. I was struck with a sense of irony. I felt humiliated to find that my own home State should have mangled the draft Library Bill of mine as well as of the Minister, so as to ‘set the clock back’. On 9 October 1948 I wrote to the Minister about this unfortunate happening to the Library Bill. But the Minister had to take responsibility for the wrong done by the Select Committee. He had to defend it like an advocate in law. He replied : “ I think that there has been a slight misunderstanding. The Bill does not provide that every library should charge fees. The Bill only provides that library may charge fees. I believe that most of the consulting libraries will be free. But, of the lending libraries, some may ask for deposit or levy a small fee. I do not know what you feel after receiving this elucidation.”

71:5 In the circumstances the only course open is for the State Library Authority to suggest to the Local Library Authorities by a circular that no fee should be levied for the use of the library books. But if at all only a deposit should be taken.

MODEL ACT

72. Subject to the provisions of this Act and the Rules made thereunder by the State Library Authority, a Local Library Authority may frame Library Rules,

LIBRARY
RULES

1. for regulating the use of the Public Libraries under its control, the contents thereof and the admission of the public thereto;

2. for protecting the same and the furniture and contents thereof from misuse, injury or destruction ;

3. for requiring any guarantee or security from any person using them and against the loss or injury to any book or other article ;

4. for enabling the officers and servants of the Local Library Authority to exclude or remove from the premises any person offending against the provisions of this Act, or the Rules made thereunder by the State Library Authority or the Library Rules.

MADRAS ACT

11. Regulations may provide for (b) requiring from persons desiring to use such libraries any guarantee or security against injury to, or misuse, destruction or loss of the property of such libraries ;

(c) the manner in which the property of such libraries may be used and the protection of such property from injury, misuse, destruction or loss ; and

(d) authorizing its officers and servants to exclude or remove from any such library any person who contravenes or fails to comply with the provisions of this Act or the rules or regulations made thereunder.

11 (2) The Government may, in their discretion, modify or cancel any regulation made by a Local Library Authority under sub-section (1) :

Provided that before modifying or cancelling any regulation, the Government shall give the Local Library Authority concerned a reasonable opportunity to make its representations in the matter.

COMMENTARY

72:1 Section 11 (1) of the Madras Act practically follow section 72 of the Model Act, except for the enabling clause to levy fees, discussed in the preceding commentary.

72:2 Section 11 (2) of the Madras Act is an innovation. It is difficult to envisage the possible reasons for which the Government has taken power to modify or cancel regulations made by Local Library Authorities.

72:3 This is paternalism. This is unnecessary interference. It is an essentially local matter. It should be left to the care of the local public. It should be able to fight out against unreasonable regulation made by its Local Library Authorities. This section should be deleted when the Act is amended. Till then the government should practice abstinence. It should practice *Asidara-vratam*.

MODEL ACT

OFFENCES
AND PUNISH-
MENT

73. Any person,

1. who in a Public Library or other institution maintained under this Act, acts to the annoyance or disturbance to any person using the same, behaves in a disorderly manner, or uses violent, abusive language;

2. who after proper warning, persists in remaining therein beyond the hours fixed for closing, shall be liable to be excluded or removed forthwith from the premises and shall also be liable on conviction to a penalty not exceeding ten rupees.

SUMMARY
TRIAL

731. An offence committed under section 73 of this Act shall be triable in the manner provided for summary trial by Chapter XII of the Code of Criminal Procedure of 1898.

COMMENTARY

73:1 The Madras Act omits sections 73 and 731 of the Model Act.

73:2 Such provisions exist in the Library Acts of many countries. Can it be that a library can invoke any of the existing laws of our country to meet the ugly situation contemplated in the Model Act.

MODEL ACT

74. The State Library Authority may by their officers or by other agencies, inspect any
INSPECTION Public Library or other institution main-
tained by a Local Library Authority for
the purpose of satisfying themselves whether the
purposes of this Act are being properly fulfilled.

MADRAS ACT

17 The Director, or any person authorized by him may
INSPECTION OF inspect any public or aided library of any insti-
LIBRARIES tution attached thereto for the purpose of
satisfying himself that the provisions of this
Act and the rules and regulations thereunder are duly carried
out.

COMMENTARY

74:1 The Madras Act empowers the Director to inspect any public library. But the Model Act vests this power in the State Library Authority.

74:2 This deviation is not a very serious one.

MODEL ACT

75. It shall be competent for the State Library
Authority to hold a public enquiry for
the purpose of exercising any of their
PUBLIC powers or performing any of their duties
ENQUIRY under this Act.

**REPRESENTA-
TION OF THE
LOCAL
LIBRARY
AUTHORITY**

751. A copy of the report of any public enquiry shall be furnished to the Local Library Authority concerned and the representations of such Authority shall be considered before taking any action on the report.

COMMENTARY

75: 1 The Madras Act has omitted sections 75 and 751 of the Model Act.

75: 2 The Model Act has provided these sections as a complement to its own section 34 regarding defaulting Local Library Authorities.

75: 3 The need for the democratic procedure laid down in the Model Act has been fully discussed in commentary sections 341:1 to 34: 3.

MODEL ACT

76. A Local Library Authority shall send such reports and returns and furnish such information to the State Library Authority as it may require for the purpose of the exercise of its functions under this Act.

**REPORTS,
RETURNS ETC.**

MADRAS ACT

16 Every Local Library Authority and every person in charge of a public or aided library shall submit such reports and returns and furnish such information to the Director or any person authorized by him, as the Director or the person authorized may, from time to time, require.

**REP RTS AND
RETURNS**

COMMENTARY

76: 1 Section 16 of the Madras Act is virtually the same as section 76 of the Model Act.

76 : 2 The only difference is that the Madras Act provides for reports and returns being furnished by aided libraries also. This is as it should be.

MODEL ACT

77. A report of the progress made by the Local Bodies in regard to the working of this Act together with a list of the Local Library Authorities showing the number of Central Libraries, Branches, Librarchines and Delivery Stations maintained by them and such other information as may be prescribed by the Rules made by the State Library Authority in this behalf, shall be incorporated in the Annual Report of the State Librarian.

COMMENTARY

77 : 1 The Madras Act omits section 77 of the Model Act.

77 : 2 This is a consequence of the failure of the Madras Act to conceive of a library system for the State as a whole.

77 : 3 But even without a statutory stipulation, the government should, by rules and convention, direct that the annual report of the State Librarian contains a detailed report of the extent to which the library personality of the State has developed during each year.

Chapter 8

Rules and Bye-Laws

MODEL ACT

81. The State Library Authority may, by notification in the Official Gazette, make rules consistent with this Act for carrying into effect the purposes of this Act.

MAKING OF
RULES

811. In particular and without prejudice to the
 generality of the foregoing powers, such
 SUBJECT Rules may provide for

MATTER OF
 THE RULES

1. regulating the work of a State
 Library Committee;

2. prescribing outlines of the Development Plan
 to be submitted by Local Library Authorities and the
 manner in which publicity shall be given to any
 proposed Development Plan ;

3. the co-ordination or centralisation of technical
 work in the library system of the State ;

41. the maintenance of the State Register of
 librarians;

42. the recruitment, qualifications and condi-
 tions of service of the salaried officers and servants of
 the State Central Library, Local Library Authorities
 and the professional staff of the libraries of the
 Departments of the Government and of the institutions
 maintained by the Government;

5. the assignment of grants to Local Library
 Authorities ;

6. the assignment of grants to Colleges of Library
 Science including stipends to students of Library
 Science ;

7. the accounts to be maintained by the Local
 Library Authorities ;

8. the auditing of the accounts, the conditions
 under which rate-payers may appear before the audi-
 tors, inspect books and vouchers, and take exception
 to items entered therein or omitted therefrom and

the publication of the audited statement and the report accompanying it; and

9. all other matters which have to be dealt with by Rules under this Act.

MADRAS ACT

POWER TO MAKE RULES

18 (1) The Government may, by notification, make rules consistent with this Act to carry out the purpose thereof.

(2) In particular and without prejudice to the generality of the foregoing power, such rules may provide for—

(a) all matters required or allowed to be prescribed under this Act ;

(b) the method of conducting the election of members to Local Library Authorities and all matters concerned therewith ;

(c) the matters to be included in the scheme referred to in section 8 ;

(d) the maintenance of the minutes of the proceedings of Local Library Authorities ;

(e) the publication of audited statements of the accounts of such Authorities and of the reports of the auditors ; and

(f) a Library Grant-in-aid Code, regulating the Government's aid to, and the declaration, inspection and co-ordination by the Director, of aided libraries and the standards to be maintained by such libraries.

COMMENTARY

78: 1 The Madras Act makes some serious omissions among the subjects on which rules should be made.

78 : 2 The Madras Act does not provide for taking the local public into confidence in starting a public library. Therefore it omits category 2 provided for in section 881 of the Model Act regarding the manner in which publicity should be given to a Local Library Development Plan.

78:21 But there is nothing in the Act to provide for this procedure, by Rules.

78:3 The Madras Act failed to take statutory notice about the centralisation of impersonal technical work for the library system of the State. Therefore it has omitted category 3 of section 811 of the Model Act.

78.31 However, section 7 (e) (1) of Chapter 1 of the rules framed under the Madras Act contemplates promotion of co-operative classification and cataloguing.

78:32 To implement these powers and duties, this rule will have to be followed up by more detailed rules.

78:4 The Madras Act does not have any section on the library man-power. Therefore it omits categories 41 and 42 of section 811 of the Model Act.

78:41 However, the substance of these two categories of the Model Act have been brought out in rule 7 (c) (ii) (iii).

78:42 To implement these powers and duties vested in the State Library Committee detailed rules will have to be framed.

78:5 The Madras Act omits category 5 of the Model Act. This is perhaps because there is a statutory provision for a rupee for rupee grant in its section 13 (3).

78:51. But this is not sufficient for giving the special grants contemplated in section 13 (2) (c).

78:6 The Madras Act omits category 6 of the Model Act. This is a consequence of its not having contemplated grants to Colleges of Library Science.

78:61 But there is nothing in the Act to prevent the Government from making Rules for this.

78:7 Category 5 of the Madras Act is a consequence of its recognising aided libraries.

78:71 This category does not arise in the Model Act.

CHAPTER 3

Rules Under the Library Act

In commentary section 71:2 to 71:4, reference was made to some undesirable features introduced by the Select Committee into the Madras. Act. On 20 October 1948 the Minister wrote "I am sending you herewith a copy of the Select Committee Report on the Library Bill. I shall be glad to have from you the amendments which you would like to make. I need not tell you that we will give earnest consideration to any suggestion from you." On 28 October 1948, I replied: "Your letter of 20 enclosing a copy of the Select Committee Report and asking for draft amendments reached me on 23. By the time the amendments could be despatched to you, a press report said that the third reading had been over and that the bill had become an Act. I am not, therefore, sending you the amendments at this stage.

"I always hold that whatever happens is best. In this case, perhaps it would be more effective to feel the need for amendments in the actual working of the Act than to accept them from the hands of a "theoretical pandit".

"I have therefore only the pleasant work of offering you my heartiest congratulations in having made library history in India. I should also express my joy that God had made you the medium for the realisation of one of my dreams of twenty years' standing. I wish a bright future for the Act. I trust that you will give it every help to unfold itself to its fullest possibilities.

"Cultivation of the human resources is a condition precedent for the efficient cultivation of material resources. This Act provides the agency for the former. Of course, much will depend upon the pioneers selected as first Director and his co-workers. I have fullest faith that our Province will throw forth the necessary men. Do find them out and give them

the best training before entrusting the task to them. A little patience and slowness of speed at this stage will amply repay.

30 Genesis

On 6 November 1948 the Minister replied : "Certainly we will organise the library movement in a proper way and get the personnel trained in the meantime." On my way to Mysore to preside over the All India Adult Education Conference, I met the Minister on 26 December 1948. We discussed the defects due to commissions and omissions in the Madras Act. He was keen to remove them. In fact he told me: "Please prepare the draft rules under the Act in such a way that as many of these objectionable features in the Act as possible could be by-passed."

301 Scope of the Chapter

The draft rules were sent to him on 10 February 1949. In the commentary section 321: 21, an account has been given of the ill-luck experienced in regard to the rules. The rules were published as G. O. (Education) No. 627 of 28 February 1950. I am extracting here some of the rules. Those of a merely procedural nature are not extracted. Only those of a substantial nature involving technical matters are extracted. I am not giving my draft Rules and the Rules of the G.O. in parallel as I found that the latter was a faithful copy of the former, except for one or two words in the whole set of Rules. In these extracts the deviations of the rules under the Madras Act from the draft rules furnished by me on 10 February 1949 are printed in italics. Wherever necessary a commentary is added. The numbers of the rules are the same as those occurring in G. O. No. 627.

Some of the draft rules furnished by me will be found in pages 403-422 of my *Library development plan: A thirty year programme for India with draft library bills for the Union and*

the Constituent States (Delhi University publications, library science series, 2) 1950. A comparison of these draft rules and the rules embodied in G. O. No. 627 of 28 February 1950. may be of value.

31 State Library Committee

The unhelpfulness of appointing the Director of Public Instruction ex-officio Director of Public Libraries, implied in Rule 2 (1) has been already commented upon in commentary sections 22 : 1 to 22 : 4 of Chapter 2.

6 (1) The Committee shall meet at such times and in such places as may be determined by the Minister. (Portion of my draft rule omitted:- *Provided that the Minister shall call for a meeting at least once in about every three months*).

6:1 The danger of the omission of the prescription that a meeting of the State Library Committee should be convened at least four times in a year has been well demonstrated. For two and a half years the Committee had met only twice. Lethargy had evidently assumed huge proportions in these fallow months. For, hardly any business worthwhile appears to have been transacted even at these two meetings.

6 (2) Five members will form a quorum.

6 (3) In the absence of the Minister the members present at a meeting of the Committee shall elect a Chairman from among themselves.

6 (4) (a) The Committee may appoint sub-committees to examine special problems coming within its purview and to formulate proposals for its consideration and to deal with current administration in respect of matters comprehended in rule 7 clauses (c) , (d) , (e) , (g) and (h).

6 (4) (b) Such sub-committees may consist solely of members of the Committee or solely of non-members who are experts in matters relating to libraries or partly of members and partly of such non-members.

7 The matters in regard to which the Committee may advise the Government, exercise powers or perform duties, are the following:—

(a) (i) The constitution of the Central Library and its branches or the recognition of an existing Government library together with its branches, if any, as such Central Library and its branches.

(ii) The laying down of the policy for the management of the Central Library including its branches.

7: 1 The distinctive functions of the State Central Library have been fully indicated in sections 51 to 562 of Chapter 5 “The State Central Library” of the Model Act. These sections have been reproduced at the proper place in Chapter 2 of this book, along with commentaries. But these sections of the Model Act had been omitted in the Madras Act. The State Library Committee should incorporate them in the instrument of policy for the management of the State Central Library.

7: 11 One important point running althrough chapter 5 of the Model Act may be explicitly emphasised here. The State Librarian should be the Librarian of the State Central Library. The State Library Secretariat should be housed in the State Central Library. The State Librarian should grow on the soil and in the atmosphere of a large busy library. He should be seconded by an equally able Deputy Librarian This will enable him to devote part of his time to the organisation of library service in the different centres of the State.

7: 12 In addition to establishing the several wings mentioned in Chapter 5 of the Model Act by way of centralisation and co-ordination, the State Library Committee should have also a sumptuous and competent squad of Reference Librarians. The strength towards which the staff of the State Central Library should be gradually stepped up has been indicated in chapter 5 “Library Man-Power” of this book.

7: 13 The District Librarians and Deputy Librarians, and the Librarians and the Deputy Librarians of big cities such as Madras, Madura and Coimbatore on the one side, and the Deputy

Librarian and Heads of the various Bureaus of the State Central Library on the other, should be inter-changeable. In fact the experience in the City Library Service, Rural Library Service and State Library Service will be mutually supplementary. By exchange of the chief men in these types of services, each of the services will be enriched. Perhaps each of the promising members of this class of the library staff of the State should be given a chance to work for a minimum of five years in each of the three classes of library service.

7 : 14 The selection of books other than those published within the Madras State should be carefully correlated with the capacity of the City and Rural Library Systems to buy them for themselves. Generally speaking, the policy should be to buy only such of the outside-the-State books whose purchase in each City or Rural Library System will not be justified by the frequency of local demand. The ordinary needs of the readers of the City of Madras should be left to the care of the City Library System of the Madras City. The State Central Library should not aim to function as a Library for the Madras City. In fact, I would go to the extent of recommending that lending of books from the State Central Library should only be through a Local Library—including the Local Library of the City of Madras. It should not normally lend books directly to private individuals.

7 : 15 The State Central Library should develop at an early date centralised classification and cataloguing. This is mentioned in Rule 7 (e) (i) among the duties of the State Library Committee. It should also start prenatal classification and cataloguing for all the books published within the Madras State.

7 : 16 The State Central Library should take steps to develop the State Library for the Blind at an early date.

7 : 17 The State Central Library should take up from the Registrar of Books the work of publishing the *Madras State bibliography*. This should confine itself only to whole books and completed volumes of periodicals. This is mentioned in Rule 7 (d) among the duties of the State Library Committee. The State Central Library should also publish the *Madras subject-bibliography*. This should give analytical entries of the articles in

all the periodicals of sufficient standard, published in the Madras State.

7: 18 Detailed specifications for the two kinds of bibliographies will be found in my *Public library provision and documentation problems* (Indian Library Association, English series, 2) 1951.

7 (b) The rules to be framed under section 18 of the Act.

(c) (i) The encouraging of the employment of the trained professional staff of different grades for the library system of the state.

7: 2 The action to be taken in this matter has been described in sections?

(c) (ii) The maintenance of a register of approved members of the library profession of different grades from among whom the professional staff of the libraries of the State may be appointed.

7: 3 Detailed draft Rules for this are given in section 33 of this Chapter. The State Library Committee should adopt and implement them.

(c) (iii) The prescription of qualifications, academic and professional, needed for the different grades of professional staff for inclusion in the register of approved librarians.

7: 4 These are indicated in sections 16 and its subdivisions of Chapter 1. These are also dealt with in Chapter 5.

(c) (iv) The *suggestion* of standard scales of salary and other conditions of service for the different grades of professional staff in libraries.

7: 51 Model scales are indicated in Chapter 7.

7: 52 In this Rule, the word 'suggestion' was substituted by the Government in the place of the word 'fixing' occurring in my draft rules. The idea behind my draft rules was that there should be uniformity in the salary scale throughout the State. Different scales were recommended in order to meet any difference

in the cost of living found between different regions of the State. Then only we can prevent unnecessary migration of staff from one library to another under the lure of money. We are already observing the harm of non-uniform scales in several departments and even within the different libraries working under the same roof in the secretariat of the Union Government. I am not able to understand the difficulty which the Government has in taking responsibility to fix standard scales of salary and other conditions of service, and pooling the entire library staff into a single cadre, with the necessary number of classes.

(d) The publication of the copy-right list of the State bibliography and book selection lists for the benefit of the libraries of the State.

(e) (i) The promotion of co operative classification and cataloguing and other forms of co-operation and co-ordination among the libraries of the State and of India as a whole.

(ii) The promotion of standards for library buildings, fittings and furniture, and for library technique.

(f) (i) The promotion of production of reference books, adults' books and children's books suitable for use in libraries.

7: 6 This problem is briefly dealt with in section 15 and its subdivisions of chapter 1. It is elaborately dealt with in my *Social education literature* (Indian Adult Education Association, publication series, 5) 1952.

(f) (ii) The promotion of production and use of books for the blind.

7: 7 This has been dealt with in commentary section 7: 16 of this chapter and in commentary section 53 and its subdivisions of Chapter 2.

(g) The consideration of the schemes submitted by the Local Library Authorities.

(h) The consideration of the stages in which libraries in different areas are to be established.

7: 8 This is annotated at the end of Chapters 1 and 8.

32 Local Library Authority

The original draft of the Rule for fixing the number of members to be elected by each municipality to the Local Library Authority was very clumsy and difficult to operate. The suggestion made in my letter No. 2 : Z21 of 1 July 1949 to remove that difficulty has been incorporated in the rules published in G. O. No. 627 of 28 February 1950.

24. All orders or cheques against the library fund shall be signed by the Chairman of the Local Library Authority or by some person duly authorized by him in this behalf. The treasury (or bank) in which the fund is deposited shall, so far as the funds to the credit of the Local Library Authority admit, pay all orders or cheques against the fund which are so signed.

24 : 1 This rule involves a clumsy procedure. It saddles the non-official Chairman with routine work. This is not proper. This rule is traceable to the District Librarian not being put on a proper status or salary scale.

24 : 2 Even otherwise, this is necessitated in the Madras Act by its setting up an *ad hoc* Local Library Authority. This feature of the Act causes many complications. It leads to the dissipation of energy and thought away from the service elements in the duties of the library and the staff.

24: 4 This would have been obviated if the omnibus Local Body had been made Local Library Authority. In that case, the Accounts Section of the parent body would have taken charge of the ultimate expenditure side of account matters. As it is, it is now in charge only of the cess-collection side. The current practice in regard to all local services in this country and elsewhere, is to leave accounts in the hands of the parent body.

24: 5 With that normal provision, the library staff will have to maintain only the basic and not the ultimate accounts. All payments will be made by the Accounts Section of the parent body. The District Librarian will be saddled only with the handling of petty cash for which he will have a permanent advance.

24: 6 In case there are readers' deposits, it may be necessary for him to maintain a current account with a bank. He will have to issue cheques only for refund of deposit. This will not involve much of routine accounts work. Nor is it proper to turn the readers on to the Accounts Section of the parent body. For, on account of the great volume of work there, there will be considerable, vexatious delay caused to a reader in recovering his deposit. I have seen such a delay happening in the Benaras Hindu University Library. I have also seen the avoidance of it and the smooth running due to the Librarian having charge of the Deposit Account alone, in Madras University Library.

42. (1) The duties of the Chairman of the Local Library Authority shall be as follows:—

- (a) He shall preside over all the meetings of the Local Library Authority.
- (b) He shall exercise general control over the Local Library Authority.
- (c) He shall also exercise control over the appointments in the libraries under his jurisdiction for which suitable candidates shall be obtained from the Secretary of the Provincial Library Committee on application.

42 (2) The duties of the Secretary of the Local Library Authority shall be as follows:—

The Secretary of the Local Library Authority shall be the convenor for the meetings of the said Authority. He shall also be responsible for the appointment of the staff, proper control and supervision of the office of the Local Library Authority including its fund and shall sign cheques if authorised by the Chairman under rule 24 in Chapter III.

42: 1 The vesting of the "control over the appointments in the libraries" of the district in the non-official chairman may in principle be good. But in practice, it will lead to friction and

tyranny. This is happening in many similar situations in our country to-day. It is due to absence of sound tradition in the matter.

42 : 2 This is rendered unnecessary in this particular case, since the "candidates shall be obtained from the Secretary of the Provincial Library committee". This means the "Director".—It is not seen why he is not designated in this rule in a simple and direct way.

42 : 3 This routine matter should be left to the care of the District Librarian.

42 : 4 Bringing in the non-official element in such matters causes considerable abuse and deflection from the essence of the intended service in our local and other *ad hoc* organisations to-day.

42 : 5 If section 42 (c) is deemed necessary to add dignity to the Chairman's position, it is best (1) to replace 'control' by 'formal control'; and (2) to add the sentence 'All appointments will be made in the name of the Chairman.' This technique is in full use already throughout our present administrative set up. All appointments in the State are made in the name of the Governor or the President as the case may be. The Government should encourage the formation of such a convention. If it is done, Rule 42 (1) will prove harmless.

42 : 6 Sub-clause (2) will be perfectly all right if the District Librarian is the Secretary, as suggested in commentary section 421 : 5 of Chapter 3.

42 : 7 So long as the Secretary is an outsider—the otherwise overbusy District Educational Officer, as it happens in practice—he will be an 'absentee office-lord'. He will have no real feel of the flow of work or the day-to-day problems. He can have no opportunity whatever to realise the implications of administering an institution intended for direct service to the public—and that too in intellectual plane. The intention of the Act will be thwarted by over-breeding of bureaucratic outlook. The zeal and missionary spirit, which the District Librarian should have, will be sapped. He will begin to sink in the mire of courtiership, or, in the alternative, he will turn into a sullen misanthrope. I have seen plenty of the horrors

of absentee-officer-dom. In one instance, it had practically killed in three years the true service-spirit reared with success over a period of twenty years.

42 : 8 Section 42 (2) of the Rules under the Madras Act contains the seeds of destruction. The only way of rescuing the Madras Act from becoming an ineffective costly ritual appendage of the community and another breeding ground for intrigue and faction, is to replace 'He' in the second sentence of the section by "The District Librarian".

33 Libraries Eligible for Aid

17 The Director shall maintain a Register of Aided Libraries.

18 The following are the conditions determining eligibility for entry in the register of aided libraries, namely: -

(1) The library shall be kept open free of charge to the public of the locality for consultation of reading and kindred materials within the premises without any restriction except those relating to proper behaviour, public health and conformity to the rules of the library which have received the approval of the Director.

(2) The library shall be kept open for use by the public for not less than 30 hours in a week, shall have a minimum average daily attendance to be fixed by the Director and shall be located in a place accessible to any community.

(3) The library shall have books and not merely newspapers and current periodicals.

18 : 1 Up to these Rules, my suggested draft Rules have been virtually adopted.

(4) The indents for books to be purchased for libraries shall receive the prior approval of the Local Library Authority. The books to be purchased shall conform to the requirements mentioned below:—

(a) They shall be of general interest and of cultural value.

(b) The books, if they are stories or novels, shall be by standard authors and shall not be of doubtful taste.

(c) Books abusing communities or religions shall not be purchased.

(d) Books or magazines which are of doubtful taste or which contain undesirable pictures shall not be purchased.

18: 2 The conditions (a) to (d) amount to censoring. It is one of the principles in the library policy of modern democratic countries that no restriction should be put on the kind of reading materials to be taken, provided they are not proscribed by the Government itself. The duty of proscribing books should not be passed on to lower levels, as it will lead to considerable abuse.

18: 21 I remember a very interesting case. On the officious advice of some District Educational Officers who knew which side of the cake was buttered, a former Director of Public Instruction disallowed Pandit Nehru's *Autobiography*. And self-respecting libraries were prepared to forego the Government grant rather than this book. A later Director of Public Instruction who was less rabid referred the matter to me as Secretary of the Madras Library Association and then this book was removed from the Director of Public Instruction's black list.

18: 22 The libraries should be trusted in the choice of books. There should be no legal restriction or direction in this matter. The personality and tact of the Director of Public Libraries and his deputies must be able to correct any aberrations from standard or taste—not by executive action but by friendly advice. A model of the way in which this should be done is found in the innumerable friendly non-official circulars by which the Ministries in England influence, but not compel, non-official and Local Bodies to conform to standards in public taste.

(5) A separate register for books and for members shall be maintained in each library.

(6) The library shall lend books for use outside the library premises on conditions approved by the Director and the

number of books so lent in a year shall not be less than a minimum to be fixed by the Director. .

(7) The library shall have an adequate staff to administer its affairs according to the standard fixed by the Director.

(8) The library shall be located in a building of its own with the necessary fittings and furniture to the satisfaction of the Director, who shall give advice about the standards required in each case.

(9) The library shall have a capital fund to be determined by the Director and a minimum annual income to be fixed by the Director derived from the capital fund, subscriptions and other sources taken together but excluding Government grant.

(10) The library shall be owned and managed by a body approved by the Director and the copy of its constitution and by-laws shall be filed with the Director.

18: 3 Upto these rules my suggested draft rules have been virtually adopted.

18: 31 However, I have found from experience that the stipulation of the capital fund made in Rule 9 is capable of excluding some stable libraries from being brought under the category of aided libraries. For example, the Ramakrishna Mission is maintaining a good library in Kanchipuram. As it is part of a well-known international mission, it is not reasonable to expect that there should be a separate capital fund for the library. Similarly the parent bodies of some other libraries open to the public may be Foundations of established reputation and financial stability. So long as the category of aided libraries is admitted, these would prove the best of that class. But clause 9 will exclude them from government aid. At any rate this was not my intention at all when I drafted this rule. The possibility of such excellent libraries had completely escaped my imagination at the time of drafting. Therefore I should like to suggest an amendment that the following words should be added at the beginning of clause (9):

“Unless exempted by the State Library Authority for reason such as the parent body being a well-known and financially sound Foundation, recorded in writing”

18: 32 Such efficient libraries are likely to feel shy even of the other rules. But the Director should disabuse their mind of an apprehension that the rules will be unreasonably enforced. There should be no element of humiliation or curtailment of freedom. When the University Grants Committee was proposed in England some thirty years ago, old Foundations, such as Oxford and Cambridge Universities, hesitated to take advantage of the offer of government grant. The Government persuaded them in the interest of public education. What is more, all these years the Universities have been treated with such respect that they never had reason to repent for having accepted aid from Government. The attitude which the State Library Authority and the Director should have towards libraries of such foundations have already been discussed more fully in commentary sections 221: 31 to 221: 35.

19. The following are the conditions for retention of the name of a library in the Register of Aided Libraries from year to year, namely:—

(1) There shall be no deterioration in the standards and conditions approved at the time of entry in the register.

(2) The Director or his agents shall be allowed to inspect the library, from time to time, in order that the Director may satisfy himself that the standards and conditions of eligibility are being maintained.

(3) Periodicals and *ad hoc* returns and reports shall be submitted at such times and incorporating such information as may be required by the Director.

(4) The library building and other immovable property of the library or its capital fund shall not be alienated without the sanction of the Director and without the same being replaced to an extent equal in value to the satisfaction of the Director.

(5) All changes in the constitution and by-laws of the body owning the library shall be subject to the approval of the Director and a copy of the same shall be filed with the Director.

19: 1 For reasons given in commentary section 18 : 3 and its sub-divisions in this Chapter, the above clause should be amended by the insertion, between 'Director' and 'and,' of the following words —

“Unless exempted by the State Library Authority for reason such as the parent body being a well known and financially sound Foundation, recorded in writing ”

19 (6) All changes in personnel of the Managing Body shall be reported to the Director within one month of the change.

(7) Each year the annual accounts as audited and certified by an auditor approved by the Director shall be submitted to him.

20. The aid to be given by the Director may be :—

(1) non-recurring to meet capital expenditure on buildings furniture and fittings; or

(2) recurring to meet current expenditure on all or any of the following, namely :—

(a) the purchase of reading and kindred materials;

(b) binding and preservation of reading and kindred materials;

(c) the payment to the staff ;

(d) deputation allowance for staff deputed for professional training at institutions approved by the Director for the purpose.

(e) other office expenses.

(3) The aid may be both recurring and non-recurring.

21. (1) Non-recurring grant shall be made on such capital-expenditure as is made on buildings whose plans and specifications are approved by the Director and are erected in accordance with the estimates approved by him.

22: 1 All the above rules virtually follow the draft rules furnished by me.

The following draft Rules, furnished by me, await adoption :

(2) The non-recurring grant shall bear such proportion to the actual expenditure as is fixed by the Government from time to time, subject to a maximum amount determined by the Government in relation to the approved estimate.

22. (1) The recurring grant for a financial year shall be sanctioned by the Director on the basis of the expenditure for the preceding financial year as shown in the accounts and balance sheet in the report of the approved auditor :

Provided that the estimated expenditure of the current year approved by the Director may form the basis for the first year in which a library is given aid. Any adjustment in the amount of recurring grant for the first year that may become necessary on the basis of the actual expenditure for the year may be made in the next year.

(2) The recurring grant shall bear such proportion to the actual expenditure as is fixed by the Government from time to time.

34 State Register of Approved Members of Library Profession

The following draft Rules, furnished by me, await adoption :—

I. There will be three grades in the Register.

II. The minimum qualification for entry in grade one will be as follows :

1. Possession of a degree of a university incorporated in India or of any other university declared as equivalent thereto by the Inter-University Board of India ; and

2. Either a Degree in Library Science of a University

incorporated in India or of any other university approved by the Minister in this behalf; or

a Diploma in Library Science of a University incorporated in India or of any other university approved by the Minister in this behalf with at least five years of experience in the work of a library or libraries approved by the State Librarian.

12. The qualification for entry in grade two will be as follows:

1. Possession of a Degree of a university incorporated in India or of any other university declared as equivalent thereto by the Inter-University Board of India; and

2. A Diploma in Library Science of a university incorporated in India or of any other university approved by the Minister in this behalf, with at least one year of experience in the work of a library or libraries approved by the State Librarian.

13. The qualification for entry in grade three will be as follows:

A certificate in Library Science earned by attendance at a School of Library Science whose course extends to not less than three months and which is approved by the State Librarian in regard to the syllabus and teaching arrangements and by passing the examination prescribed by the State Librarian, with at least three years of experience in the work of a library or libraries approved by the State Librarian.

21. The fee for registration will be Rs. 5/-.

22. The fee for transfer of names from one grade to another will be Rs. 3/-.

3. Notwithstanding the provision in the foregoing regulations, librarians who were in service for at least three consecutive years at any time before 1 April 1953 in libraries recognised in this behalf by the State Librarian and who are not eligible to be registered in grade one may be registered in

grade two if they are graduates of a university and otherwise in grade three.

4. Every person shall write to the State Librarian in the month of April of each year giving in a prescribed form information about the office held by him.

5. A name entered in the register may be struck off,

1. if a person has not been in library service continuously for a period of five years ; or
2. if a person has been convicted for a criminal offence involving a sentence of imprisonment exceeding one year ; or
3. if the State Library Committee finds evidence of gross professional misconduct ; or
4. if a person has failed for three consecutive years to give the State Librarian information about the office held by him.

CHAPTER 4

Library Lay-Out

This chapter gives a picture of the library personality of Madras State as it will be when fully developed into adulthood. I am indebted to the Census-Commissioner of Madras State for the statistics of 1951.

40 Definition

401 LOCALITY

Category	Population in thousands		
	Above	but	Below
City (class 7)	20,00		30,00
City (class 6)	10,00		20,00
City (class 5)	5,00		10,00
City (class 4)	3,00		5,00
City (class 3)	2,00		3,00
City (class 2)	1,00		2,00
City (class 1)	50		1,00
Town	5		50
Village	1		5
Hamlet	0		1

402 DELIVERY STATION

A Delivery Station is a place at which a Librachine (=Travelling library van) calls periodically for exchange of books and kindred materials with readers in villages and hamlets. It can be

- 1 in a street of a city;
- 2 in a village; or
- 3 at a spot more or less equally accessible to a few neighbouring hamlets.

403 RURAL LIBRARY AREA

A Rural Library Area is the area of a District Board excluding the cities within it, but including the towns, villages and hamlets.

404 STANDARD

There should be :

- 1 One City Central Library in each city ;
- 2 One City Branch Library for every slab of 25,000 people in a city in excess of the first 25,000, and for the last slab if it is not below 13,000.
- 3 One Rural Central Library for every Rural Library Area;
- 4 One Rural Branch Library for every town with population below 33,000.
- 5 Two Rural Branch Libraries for every town with population not below 33,000.
- 6 One Delivery Station for each village ; and
- 7 One delivery Station for each group of three hamlets, on an average.

405 LIBRACHINE

A Librachine is a library on wheels. It is usually a motor-van. It may have to be an animal-drawn cart or a boat in exceptional areas. It can carry :

- 1 About 2,000 books so arranged on its shelves as to allow open-access to readers ;
- 2 Issue counter and all its equipments ;
- 3 Extension materials such as epidioscope, cinema projector, gramophone machine, the materials for use with them, pictures and charts ; and
- 4 two members of staff.

41 Tamil Nadu

The fully-developed library personality of Tamil Nadu will consist of:

Category	Number	Total
1 State Central Library		1
2 City Central Library		
Class 6	1	
Class 4	1	
Class 3	3	
Class 2	4	
Class 1	<u>9</u>	18
3 Rural Central Library		11
4 Branch Library		
City	118	
Rural	<u>252</u>	<u>370</u>
		<u>400</u>
5 Delivery Station		
Village	7,215	
Hamlet	<u>3,243</u>	10,458
6 Librachine		524

411 CITY LIBRARY SYSTEM

The following are the 18 cities in Tamal Nadu. Each city should have a City Central Library. The total city population is 34,19,000. They will need 118 city branch Libraries.

City	District	Class	Population in thousands	Number of City Branch Libraries
1. Madras	<i>Madras</i>	7	14,16	56
2. Madurai	<i>Madurai</i>	4	3,62	13
3. Tiruchirapalli	<i>Tiruchirapalli</i>	3	2,19	8
4. Salem	<i>Salem</i>	3	2,02	7
5. Coimbatore	<i>Coimbatore</i>	3	1,98	7
6. Tirunelveli cum Palayamcottai	<i>Tirunelveli</i>	2	1,14	4
7. Vellore	<i>North Arcot</i>	2	1,06	3
8. Tanjore	<i>Tanjore</i>	2	1,01	3
9. Tuticorin	<i>Tirunelveli</i>	1	99	3
10. Kumbakonam	<i>Tanjore</i>	1	92	3
11. Kanchipuram	<i>Chingleput</i>	1	85	2
12. Dindigul	<i>Madurai</i>	1	78	2
13. Cuddalore	<i>South Arcot</i>	1	69	2
14. Rajapalayam	<i>Ramanatha- puram</i>	1	61	1
15. Erode	<i>Coimbatore</i>	1	58	1
16. Nagapattinam	<i>Tanjore</i>	1	58	1
17. Tiruppur	<i>Coimbatore</i>	1	52	1
18. Aruppukottai	<i>Ramanatha- puram</i>	1	49	1
Total			34,19	118

412 RURAL BRANCH LIBRARY

The following are the 240 towns in Tamil Nadu. Each of the 14 towns with an asterick should have two Rural Branch Libraries. Each of the remaining 226 towns should have one Rural Branch Library. The total town population is 36,46,000. They will need 254 Rural Branch Libraries.

1 Chingleput District

Town	Population in thousands	Town	Population in thousands
1.1. Chingleput	23	1.10. Tirukkalikunram	11
1.2. Tiruvattiyur	22	1.11. Villivakkam	11
1.3. Poonamalle	21	1.12. Kunrathur	11
1.4. Tiruvallur	19	1.13. Maduranthakam	9
1.5. Tambaram	19	1.14. Walajabad	7
1.6. Alandur	16	1.15. Ponneri (Kasba)	7
1.7. St. Thomas Mount		1.16. Sriperumbudur	7
cum Pallavaram (Cant.)	15	1.17. Arani	6
1.8. Uttiramerur	12	1.18. Cheyyur	5
1.9. Pallavaram	12		2,33

2 South Arcot District

2.1. Villupuram	36	2.10. Bhuvanagiri	10
2.2. Chidambaram	35	2.11. Mannargudi	10
2.3. Tindivanam	30	2.12. Kurinjipad	10
2.4. Nellikuppam	21	2.13. Chinnasalem	10
2.5. Tirukoilur	17	2.14. Valavanur	8
2.6. Porto-novo	15	2.15. Ulundurpet	7
2.7. Panruti	15	2.16. Pennadam	7
2.8. Vridhachalam	11	2.17. Srimushnam	7
2.9. Kallakurichi	11		2,60

3 Tanjore District

3.1. Mayuram*	43	3.8. Tiruvadaimarudur	14
3.2. Mannargudi	30	3.9. Adirampattinam	13
3.3. Tiruvarur	27	3.10. Kuthanallur	12
3.4. Pattukottai	18	3.11. Tiruvaiyaru	11
3.5. Vedaranyam	17	3.12. Tiruthuraipundi	11
3.6. Sirkali	15	3.13. Muthupet	10
3.7. Tranquebar	15	3.14. Ayyampettai	9

Town		Population in thousands	Town		Population in thousands
3.15.	Papanasam	9	3.21.	Tirukattupalli	7
3.16.	Vallam	9	3.22.	Valangiman	6
3.17.	Aranthangi	8	3.23.	Tirumalaivasal	6
3.18.	Kuttalam	8	3.24.	Orthanad	5
3.19.	Nannilam	7	3.25.	Nidamangalam	5
3.20.	Kodavasal	7			3,22

4 Ramanathapuram District

4.1.	Virudhunagar*	46	4.15.	Sattur	11
4.2.	Srivilliputtur*	40	4.16.	Tiruppuvanam	10
4.3.	Karaikudi*	38	4.17.	Watrap	10
4.4.	Devakottai	26	4.18.	Kamudi	9
4.5.	Ramanathapuram	24	4.19.	Manamadurai	9
4.6.	Sivakasi	23	4.20.	Emaneswaram	8
4.7.	Paramakudi	22	4.21.	Palayampatti	6
4.8.	Kilakarai	16	4.22.	Kandanur	6
4.9.	Tirupattur	16	4.23.	Kottaiyur	6
4.10.	Illayangudi	15	4.24.	Mallanjinar	6
4.11.	Sivaganga	14	4.25.	Nattarasankottai	6
4.12.	Sattur	14	4.26.	Singampunari	6
4.13.	Tondi	12	4.27.	Pallathur	6
4.14.	Abiraman	11	4.28.	Rameswaram	5
					421

5 Tirunelveli District

5.1.	Kadayanallur*	38	5.15.	Udangudi	13
5.2.	Melapalayam*	38	5.16.	Tiruchendur	13
5.3.	Tenkasi	31	5.17.	Vasudevanallur	13
5.4.	Vikramasingapuram	29	5.18.	Tisayanvillai	12
5.5.	Puliyangudi	28	5.19.	Panangudi	12
5.6.	Kovilpattii	26	5.20.	Srivaikundam	12
5.7.	Sankaranayinarcoil	22	5.21.	Kayalpattinam	11
5.8.	Ambasamudram	20	5.22.	Cheramahadevi	10
5.9.	Kallidaikurichi	20	5.23.	Kulasekharapatnam	10
5.10.	Viravanallur	18	5.24.	Tachchanallur	10
5.11.	Sivagiri	17	5.25.	Nanguneri	10
5.12.	Kalakad	16	5.26.	Ettaiyapuram	9
5.13.	Surandai	14	5.27.	Sattankulam	9
5.14.	Arumuganeri	14	5.28.	Vedakkuvalliur	9

Town	Population in thousands	Town	Population in thousands
5.29. Pattamadai	9	5.33. Kalugumalai	6
5.30. Sawyerpuram	8	5.34. Kayattur	6
5.31. Kadambur	7	5.35. Eral	5
5.32. Alwartirunagari	7	5.36. Nazareth	5
			<u>5,37</u>

6 Madurai District

6.1. Bodinayakanur	36	6.14. Kodaikanal	11
6.2. Palani	34	6.15. Kombai	11
6.3. Periyakulam	31	6.16. Thevaran	10
6.4. Cumbum	27	6.17. Nattam	10
6.5. Gudalur	20	6.18. Batlagundu	10
6.6. Chinnamanur	19	6.19. Tirupparankundram	9
6.7. Allinagaram	19	6.20. Andipatti-Jakkam-	patti 9
6.8. Tirumangalam	16	6.21. Elumalai	8
6.9. Ayakudi	15	6.22. Nilakottai	6
6.10. Melur	14	6.23. Peraiyur	5
6.11. Usilampatti	14	6.24. Keeranur	5
6.12. Sholavandan	13		<u>36,5</u>
6.13. Uttamapalayam	13		

7 Tiruchirapalli District

7.1. Pudukottai*	45	7.15. Manaparai	9
7.2. Karur*	42	7.16. Punjaipugalur	9
7.3. Srirangam	37	7.17. Thottiam	8
7.4. Golden Rock (Rail- way Colony)	20	7.18. Poonnamaravatai	8
7.5. Golden Rock	19	7.19. Mannachenallur	7
7.6. Turaiyur	14	20. Udaiyarpalayam	7
7.7. Lalgudi	13	21. Morupatti (Mettu- palayam)	7
7.8. Jayamkondashola- puram	12	22. Kattuputhur	7
7.9. Kulittalai	12	23. Labbaikudikadu	6
7.10. Ariyalur	11	24. Varpet	6
7.11. Musiri	11	25. Poovalur	5
7.12. Pallapattai	10	26. Aravakurichi	5
7.13. Perambalur	9	27. Arimalam	5
7.14. Thathiyangarpet	9		<u>353</u>

8. Coimbatore District

Town		Population in thousands	Town		Population in thousands
8.1.	Pollachi*	42	8.11.	Satyamangalam	14
8.2.	Gobichettipalayam	30	8.12.	Peelamedu	14
8.3.	Mettupalayam	28	8.13.	Vettakarampudur	12
8.4.	Dharapuram	24	8.14.	Bhavani	13
8.5.	Udumalpet	23	8.15.	Vellalur	12
8.6.	Kurichi	21	8.16.	Anamalai	10
8.7.	Singanallur	20	8.17.	Palladam	9
8.8.	Kollegal	19	8.18.	Sulur	8
8.9.	Kaniamuthur	15	8.19.	Annur	8
8.10.	Kottur	14	8.20.	Avanachi	8
					<hr/> 3,44

9 The Nilgiris District

9.1.	Ootacamund *	41	9.4.	Wellington	11
9.2.	Coonoor	24			
9.3.	Kotagiri	13			
					<hr/> 89

10 Salem District

10.1.	Mettur	27	10.10.	Mallasamudram	11
10.2.	Dharmapuri	24	10.11.	Komarapalayam	10
10.3.	Edappadi	23	10.12.	Taramangalam	9
10.4.	Rasipuram	23	10.13.	Denkanikotta	9
10.5.	Attur	23	10.14.	Hosur	9
10.6.	Krishnagiri	20	10.15.	Jalakandapuram	8
10.7.	Tiruchengode	19	10.16.	Kaveripatnam	8
10.8.	Namakkal	17	10.17.	Omair	6
10.9.	Sendamangalam	15	10.18.	Harur	6
					<hr/> 2,87

11 North Arcot District

11.1.	Gudiyatham *	46	11.12.	Tiruvattiyur	14
11.2.	Tiruvennamalai *	41	11.13.	Visharam	13
11.3.	Ambur *	40	11.14.	Walajapet	13
11.4.	Vaniyambadi *	39	11.15.	Wandiwash	12
11.5.	Tiruppatur	27	11.16.	Sholingur	11
11.6.	Arni	25	11.17.	Pallikonda	11
11.7.	Arkonam	24	11.18.	Chetput	11
11.8.	Arcot	21	11.19.	Kalambur	10
11.9.	Ranipet	19	11.20.	Kaveripakkam	9
11.10.	Pernambathi	18	11.21.	Panaipakkam	5
11.11.	Polur	16			
					<hr/> 4,25

413 DELIVERY STATION AND LIBRACHINE

There are 7,215 villages and 9,724 hamlets in Tamil Nadu. The following table gives their distribution among the eleven districts, other than Madras District. These should be served at 10,458 Delivery Stations. This will need 524 Librachines.

District	Rural Population in thousands	Village	Hamlet	Delivery Station	Libra- chine
1. Chingleput	15,36	445	1,460	932	47
2. South Arcot	24,48	906	1,325	1,348	67
3. Tanjore	24,10	920	1,315	1,358	68
4. Ramanatha- puram	15,50	466	2,312	1,237	62
5. Tirunelveli	16,96	552	383	680	34
6. Madurai	20,87	573	426	715	36
7. Tiruchirapalli	23,72	823	620	1,030	52
8. Coimbatore	26,41	654	234	732	37
9. Nilgiris	2,23	16	9	19	1
10. Salem	29,03	998	725	1,240	62
11. North Arcot	23,28	862	915	1,167	58
Total	2,21,94	7,215	9,724	10,458	524

414 POPULATION ANALYSIS

The following table displays the population statistics of each district of Tamil Nadu in a form useful in sketching its library-lay-out.

District	Population in thousands				
	Total	City	Non-City	Town	Rural
1. Chingleput	18,54	85	17,69	2,33	15,36
2. South Arcot	27,77	69	27,08	2,60	24,48
3. Tanjore	29,33	2,51	27,32	3,22	24,10
4. Ramanathapuram	20,81	1,10	19,71	4,21	15,50
5. Tirunelveli	24,46	2,13	22,33	5,37	16,96
6. Madurai	28,92	4,40	24,52	3,05	20,87
7. Tiruchirapalli	29,44	2,19	27,25	3,53	23,72
8. Coimbatore	32,93	3,08	29,85	3,44	26,41
9. Nilgiris	3,12	0	3,12	89	2,23
10. Salem	33,72	2,02	31,70	2,67	29,03
11. North Arcot	28,59	1 6	27, 3	4,25	23,28
12. Madras	14,16	11 16	0	0	0
Total	2,92,29	34,19	2,58 10	35 6	2,21,94

415 LIBRARY STRUCTURE

The following table gives for each district of Tamil Nadu the various types of library-service-points in addition to one Rural Central Library for each district other than Madras.

District	City Library System		Rural Library System		
	Central Library	Brnch Library	Branch Library	Delivery Station	Librachine
1. Chingleput	1	2	18	932	47
2. South Arcot	1	2	17	1,348	67
3. Tanjore	3	7	26	1,358	68
4. Ramanatha- puram	2	2	31	1,237	62
5. Tirunelveli	2	7	38	680	34
6. Madurai	2	15	24	715	36
7. Tiruchirapalli	1	8	29	1,030	52
8. Coimbatore	3	9	21	732	37
9. Nilgiris	0	0	5	19	1
10. Salem	1	7	18	1,240	62
11. North Arcot	1	3	25	1,167	58
12. Madras	1	56	0	0	0
Total	18	118	252	10,458	524

42 Malayalam

Till Akila-Kerala State is formed, there will be no need to have a State Central Library. The fully developed Library Personality of Malayalam will consist of :

Category	Number	Total
2. City Central Library		
Class 2	1	
Class 1	1	2
3. Rural Central Library		1
4. Branch Library		
City	7	
Rural	14	21
5. Delivery Stations		24
Village	715	
Hamlet	173	888
6. Librachine		44

421 CITY LIBRARY SYSTEM

The following are the two cities in Malayalam. Each of them should have a City Central Library. The total city population is 2,29,000. They will need seven city Branch Libraries.

City	Class	Population in thousands	Number of City Branch Libraries
1. Kozhikode	2	1,59	5
2. Palghat	1	70	2
Total		2,29	7

422 RURAL BRANCH LIBRARY

The following are the 12 towns in Malayalam. Each of the two towns with an asterisk should have two Rural Branch Libraries. Each of the remaining ten should have one Rural Branch Library.

Town	Population in thousands	Town	Population in thousands
1. Cannanore*	42	9 Tanur	18
2. Tellicherry*	40	10 Tirukandayur	12
3. Fort Cochin	30	11 Shoranur	12
4. Panthalayini	29	12 Manjeri	10
5. Ponnani	24		—
6. Ottapalam	23		2,80
7. Badagara	21		—
8. Feroke	19		

423 DELIVERY STATION AND LIBRACHINE

The following table gives the statistical data for arriving at the number of needed Librachines for the Rural Library service in Malayalam. It is 44.

Category	Number	Category	Number
Population (in thousands)	43,00	Hamlet	518
Village	715	Delivery Station	888
		Librachine	44

424 SUMMARY OF POPULATION IN THOUSANDS

This table displays the population statistics of Malayalam in a form useful in sketching its library-lay-out.

Category	Number in thousands	Category	Number in thousands
Total population	47,58	Town population	2,80
City population	2,29	Rural population	42,49
Non-city population	45,29		

43 Karnataka

Till Samyukta Karnataka State is formed, there will be no need to have a State Central Library. The fully developed Library Personality of South Kanara will consist of :

Category			Number	Total
2.	City Central Library of class 2	..	..	1
3.	Rural Central Library	..	..	1
4.	Branch Library	..	..
	City	..	4	..
	Rural	..	8	12
				14
5.	Delivery Station	..	..
	Village	..	419	..
	Hamlet	..	48	467
6.	Librachine	..	..	23

431 CITY LIBRARY SYSTEM

South Kanara needs only one City Library System, that will be for Mangalore as shown below.

City	Class 2	Population in thousands	Number of City Branch Libraries
1. Mangalore	..	1,17	4

432 RURAL BRANCH LIBRARY

The following are the 8 towns in South Kanara. Each of them should have a Rural Branch Library.

Town	Population in thousands	Town	Population in thousands
1. Kasaragod	23	7. Puttur	11
2. Udipi	20	8. Mulki	10
3. Hosdrug	19		
4. Coondapur	16		1,25
5. Karkal	14		
6. Bantval	12		

433 DELIVERY STATION AND LIBRACHINE

The following table gives the statistical data to arrive at the number of Librachines needed for the Rural Library service in South Kanara. It is 23.

Category	Number	Category	Number
Population (in thousands,	15,15	Hamlet	144
Village	419	Delivery Station	467
		Librachine	23

434 SUMMARY OF POPULATION IN THOUSANDS

This Table displays the population statistics of South Kanara in a form useful for sketching its Library-lay-out.

Category	Number in thousands	Category	Number in thousands
Total population	17,49	Town population	1,25
City population	1,17	Rural population	15,07
Non-city population	16,32		

44 Andhra Desa

Till Visala Andhra Desa is formed, it may be premature to found and develop a State Central Library. Except for its formation, the fully developed Library Personality of Andhra Desa will consist of :

Category	Number	Total
2. City Central Library		
Class 2	5	
Class 1	8	13
3. Rural Central Library		12
4. Branch Library		
City	31	
Rural	166	197
		222
5. Delivery Station		
Village	6,121	
Hamlet	3,711	9,832
6. Librachine		491

441 CITY LIBRARY SYSTEM

The following are the 13 Cities in Andhra Desa. Each city should have a City Central Library, The total City population is 11,54,000. They will need 32 City Branch Libraries.

City	(District)	Class	Population in thousands	Number of City Branch Libraries
1. Vijayavada	(Krishna)	2	1,61	5
2. Guntur	(Guntur)	2	1,25	4
3. Visakapatnam	(Visaka- patanam)	2	1,08	3
4. Rajamundry	(East Godavari)	2	1,05	3
5. Kakinada	(East Godavari)	2	1,00	3
6. Eluru	(West Godavari)	1	87	2
7. Nellore	(Nellore)	1	81	2
8. Bandar	(Krishna)	1	78	2
9. Bellary	(Bellary)	1	70	2
10. Vizianagaram	(Visaka patnam)	1	67	2
11. Kurnool	(Kurnool)	1	60	1
12. Tenali	(Guntur)	1	58	1
13. Adoni	(Bellary)	1	54	1
Total			11,54	31

442 RURAL BRANCH LIBRARY

The following are the 158 towns in Andhra Desa. Each of the 5 towns with an asterisk should have two Rural Branch Libraries. Each of the remaining 153 will have one Rural Branch Library. The total town population is :

1 Srikakulam District

Town	Population in thousands	Town	Population in thousands
1.1 Salur	24	1.9 Sompeta	10
1.2 Srikakulam	24	1.10 Cheepurapalli	8
1.3 Bobbili	23	1.11 Baruva	8
1.4 Parvatipuram	21	1.12 Viraghattam	8
1.5 Palakonda	15	1.13 Rajam	7
1.6 Ichapuram	11	1.14 Mandasa	6
1.7 Tekkali	10		
1.8 Narasannapeta	10		1,85

2 Visakhapatnam District

2.1 Ankapalle *	40	2.7. Srungavarapukota	9
2.2 Narasapatnam	18	2.8. Kasimkota	9
2.3 Chodavaram	14	2.9. Mudugula	8
2.4 Yellamanchilli	12		
2.5 Bheemunipatnam	10		1,30
2.6 Kottakota	10		

3 East Godavari District

3.1 Samalkot	28	3.11 Gollaprolu	12
3.2 Peddapuram	23	3.12 Yelleswaram	11
3.3 Pithapuram	22	3.13 Mummidivaram	19
3.4 Amalapuram	21	3.14 Machavaram	9
3.5 Tuni	18	3.15 Anaparty	7
3.6 Ramachandrapuram	15	3.16 Razole	6
3.7 Mandapeta	15	3.17 Kotapeta	5
3.8 Kirlampudi	14	3.18 Drakharna	2
3.9 Dowlaiswaram	14		
3.10 Biccavole	12		2,53

4 West Godavari District

Town		Population in thousands	Town		Population in thousands
4.1	Bhimavaram	31	4.11	Attile	11
4.2	Palacole	23	4.12	Agividu	10
4.3	Narasapur	21	4.13	Achanta	10
4.4	Tanuku	17	4.14	Relangi	10
4.5	Tadepalligudem	14	4.15	Vuravasaram	9
4.6	Mogaltur	13	4.16	Pentapadu Agrabaram	9
4.7	Kovvur	12	4.17	Undi	7
4.8	Panukonda	12	4.18	Maruter	7
4.9	Nidadavole	12	4.19	Perumantra	6
4.10	Velpur	11			<u>2,45</u>

5 Krishna District

5.1	Gudivada	32	5.7	Avanigadda	10
5.2	Nuzvid	17	5.8	Pamaru	16
5.3	Vuyyuru	14	5.9	Kondapalli	0
5.4	Jaggapet	13	5.10	Challapalli	6
5.5	Pedana	12			<u>1,30</u>
5.6	Vallur	10			

6 Guntur District

6.1	Chirala*	38	6.14	Vinukonda	10
6.2	Ongole	28	6.15	Allurukothopattanam	9
6.3	Bapatla	23	6.16	Kollipara	9
6.4	Narasaraopet	22	6.17	Kolluru	8
6.5	Ponnue & Nidulbrole	18	6.18	Gurzala	8
6.6	Mangalagiri	18	6.19	Tadepalli	8
6.7	Sattenapalle	15	6.20	Phirangipuram	8
6.8	Vetapalem	15	6.21	Duggirala	6
6.9	Bhattiprolu	14	6.22	Macheria	6
6.10	Chibrolu	14	6.23	Rentachintala	6
6.11	Repalle	14			
6.12	Anddanki	12			<u>3,20</u>
6.13	Chilakalurpet	11			

7 Nellore District

Town	Population in thousands	Town	Population in thousands
7.1 Gudur	20	7.7 Sulturpet	9
7.2 Venkatagiri	17	7.8 Kanigiri	8
7.3 Kavali	16	7.9 Nayudupet	7
7.4 Kandukur	12	7.10 Buchireddipalem	7
7.5 Kovvur	12		<u>1.18</u>
7.6 Alluru	10		

8 Cuddapah District

8.1 Cuddapah	37	8.1 Vempalle	8
8.2 Proddattur	37	8.7 Badvel	7
8.3 Jammalamadugu	13	8.8 Kamalapuram	7
8.4 Rayachoti	11	8.9 Nandalur	6
8.5 Rajampet	9		<u>1.35</u>

9 Kurnool District

9.1 Nandyal	33	9.9 Giddalore	8
9.2 Markapur	12	9.10 Dhone	8
9.3 Atmakur	11	9.11 Gudur	7
9.4 Nandikotkur	10	9.12 Banganapalle & Kondapet	7
9.5 Maddikera	10	9.13 Koilkuntla	7
9.6 Cumbum	9		<u>1.39</u>
9.7 Kodumur	9		
9.8 Pattikonda	8		

10. Bellary District

10.1 Hospet*	39	10.7 Kampli	8
10.2 Rayadrug	20	10.8 Tekkalakota	8
10.3 Yemmiganur	16	10.9 Sirugappa	7
10.4 Harpanahalli	14	10.10 Hadagalli	7
10.5 Kosigi	11	10.11 Sandur	6
10.6 Kotturu	10		<u>1.46</u>

11 Anantapur District

Town		Population in thousands	Town		Population in thousands
11·1	Anantapur	32	11·9	Bukkapatnam	11
11·2	Guntakal	31	11·10	Kalyandrug	8
11·3	Hindupur	24	11·11	Yadiki	8
11·4	Kadiri	20	11·12	Penukonda	7
11·5	Tadpatri	19	11·13	Madakasira	7
11·6	Uravakonda	17	11·14	Pamidi	6
11·7	Gooty	15			<u>2,20</u>
11·8	Dharmavaram	15			

12 Chittoor District

12·1	Chittoor*	39	12·8	Puttur	8
12·2	Tirupathi	25	12·9	Palmaner	7
12·3	Kalahasti	18	12·10	Nagari	7
12·4	Madanapalle	16	12·11	Kuppam	7
12·5	Punganur	11	12·12	Vayalpad	6
12·6	Tiruttani	10			<u>1,62</u>
12·7	Proddatturpet	8			

443 DELIVERY STATION AND LIBRACHINE

There are 6,121 villages and 11,224 hamlets in Andhra Desa. The following table gives their distribution among the twelve districts. These should be served at 9,832 Delivery Stations. This will need 491 Librachines.

District	Rural Population in thousands	Village	Hamlet	Delivery Station	Libra- chine
1. Srikakulam	19,38	589	2,456	1,408	70
2. Visakhapatnam	17,68	603	2,586	1,465	73
3. East Godavari	19,57	561	1,198	960	48
4. West Godavari	13,66	451	305	523	26
5. Krishna	14,10	500	436	645	32
6. Guntur	20,47	666	210	736	37
7. Nellore	15,97	560	985	888	44
8. Cuddapah	10,27	356	486	518	26
9. Kurnool	10,72	440	392	571	29
10. Bellary	9,74	354	474	512	26
11. Anantapur	11,42	449	390	579	29
12. Chittoor	16,48	592	1,306	1,027	51
Total	1,79,46	6,121	11,224	9,832	4,91

444 POPULATION ANALYSIS

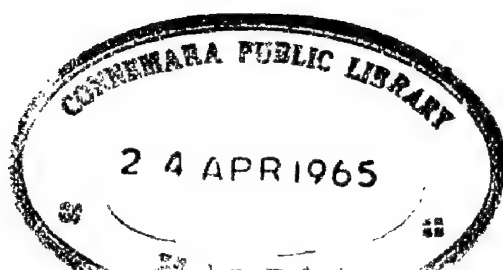
The following table displays the population statistics of Andhra Desa in a form useful in sketching its library-lay-out.

District	Population in thousands				
	Total	City	Non-City	Town	Rural
1. Srikakulam	21,23		21,23	1,85	19,38
2. Visaka- patnam	20,73	1,75	18,98	1,30	17,68
3. East Godavari	24,15	2,05	22,10	2,53	19,57
4. West Godavari	16,98	87	16,11	2,45	13,66
5. Krishna	17,79	2,39	15,40	1,30	14,10
6. Guntur	25,50	1,83	23,67	3,20	20,47
7. Nellore	17,96	81	17,15	1,18	15,97
8. Cuddappah	11,62		11,62	1,35	10,27
9. Kurnool	12,71	60	12,11	1,39	10,72
10. Bellary	12,44	1,24	11,20	1,46	9,74
11. Anantapur	13,62		13,62	2,20	11,42
12. Chittoor	18,10		18,10	1,62	16,48
Total	2,12,83	11,54	2,01,29	21,83	1,79,46

445 LIBRARY STRUCTURE

The following table gives for each district the various types of library service points in addition to one Rural Central Library for each district.

District	City Library System		Rural Library System		Librachine
	Central Library	Branch Library	Branch Library	Delivery Station	
1. Srikakulam	0	0	14	1,408	70
2. Visakapatnam	2	5	10	1,465	73
3. East Godavari	2	6	18	960	48
4. West Godavari	1	2	19	523	26
5. Krishna	2	7	10	645	32
6. Guntur	2	5	24	736	37
7. Nellore	1	2	10	888	44
8. Cuddappah	0	0	9	518	26
9. Kurnool	1	1	13	571	29
10. Bellary	2	3	12	512	26
11. Anantapur	0	0	14	579	29
12. Chittoor	0	0	13	1,027	51
Total	13	31	166	9,832	491



45 Population of Madras State

The following table displays the population statistics of each linguistic region of Madras State in a form useful in sketching its library-lay-out.

Region	Population in thousands				
	Total	City	Non-City	Town	Rural
1. Tamil Nadu	2,92,29	34,19	2,58,10	36,16	2,21,94
2. Malayalam	47,58	2,29	45,29	2,80	42 49
3. South Kanara	17,49	1,17	16,32	1,25	15,07
4. Andhradesa	2,12,83	11,54	2,01,29	21,83	1,79,46
Total	5,70,19	49,19	5,21,00	62,04	4,58,96

46 Library Structure for Madras State

The following table gives for each linguistic region the various types of library service points. This is apart from the State Central library.

Region	City Library System		Rural Library System			
	Central Library	Branch Library	Central Library	Branch Library	Delivery Station	Libra-chine
1. Tamil Nadu	18	118	11	252	10,458	524
2. Malaya'am	2	7	1	14	888	44
3. South Kanara	1	4	1	8	467	23
4. Andhradesa	13	31	12	166	9,832	491
Total	34	160	25	440	21,645	1,082

47 Library Structure for District

The District Librarian of each district should work out a consolidated statement showing its library structure, as it would be when it is fully developed.

CHAPTER 5

Library Man-Power

This chapter gives an estimate of the Library Man-Power necessary for Madras State, when its library personality is fully developed into adulthood. The library staff will fall into three major groups— (1) Professional, (2) Skilled, and (3) Unskilled. The professional group will fall into four classes— (1) Leader, (2) Semi-Leader, (3) Non-Leader and (4) Semi-professional. The skilled group will consist of two classes— (1) Clerical, and (2) Artisan. Thus we have to recognise seven classes among library man-power.

50 Definition and Standard

501 LEADER CLASS

Leader Class may be defined in two ways:

- 1 By the academic qualification ; and
- 2 By the type of work to be done.

5011 Qualification

A member of the Leader Class should have a Master's or Doctorate Degree in Library Science. He must also hold a primary degree in one of the traditional subjects. He should have taken a minimum of two years of professional course in a University after his primary degree. One with a Doctor's Degree would have, in addition, spent two more years in research in Library Science.

5012 Work

The work to be done by a member of the Leader Class will be of an advanced technical and organisational nature. In either case, it will not be exhausted by repetitive work. It

will have to include a creative element in designing all kinds of technical processes needed in library service—(1) Classification, (2) Cataloguing, (3) Reference Service (4) Circulation Method, and (5) Maintenance Work. Professional judgement will have to be exercised in solving problems arising in these technical processes. It will also have to be exercised in solving problems arising in organisation such as:

1. Working out and implementing library development plan ;
2. Working out and implementing financial problems ;
3. Designing patterns of distribution of work among staff ;
4. Designing or helping architects and technologists to design library buildings, fittings, furniture and apparatus; and
5. Securing, in every way, maximum efficiency in the working of a library system—be it City, Rural, State, National or International.

5013 Personality

The personality of a member of the Leader Class should be of a high order. It should be a well-intergrated one. It should be rich in leadership. It should not depend upon external goading to function up. It should sail on the steam of its own inner conscience. It should have penetrating insight into men and affairs. It should have imagination. It should be creative. Its intellect should be sharp as a razor. Its power of analysis should be acute. Its ability to synthesise should be equally great. Can society afford to spare such a superior personality for work in library sphere? It must. The superior persons of a nation should be distributed among all professions. This alone will ensure the global development of the nation. Library service is like educational service. Both should be working one generation ahead. They form the spear-head of national progress. They are like John the Baptist. Starving library service, of superior personality, will

retard progress. Each of the major library systems of a constituent State—each Rural Library System, and each City Library System of class 4 upwards, and the State Central Library—should have a member of the leader class.

502 SEMI-LEADER CLASS

5021 Qualification

The qualification of a member of the Semi-Leader Class should be more or less similar to that of the Leader Class. Indeed ultimately the Leader Class will be formed by selection on merit from the Semi-Leader Class. It will be a wise and safe practice to depute the more promising among the members of the Semi-Leader Class to work for a doctorate in Library Science. This is apart from unusually able young men proceeding for Doctorate directly after the Master's Degree.

5022 Work

Consistent with the possible future, a member of the Semi-Leader Class should share with the member of the Leader Class practically all his work. Indeed he should be a willing and capable understudy.

5023 Personality

It follows from the above that the personality of a member of the Semi-Leader Class should be more or less of the same order as that of the Leader Class.

503 NON-LEADER CLASS

5031 Qualification

A member of the Non-Leader Class should have a Bachelor's Degree or Diploma in Library Science. He must also hold a primary degree in one of the traditional subjects. He

should have taken a minimum of one year of professional course in a university after his primary degree.

5032 Work

The work to be done by a member of the non-leader class will be mostly of a repetitive nature, though technical or organisational. He will normally work under direction. He should be alert enough to adapt himself to changes introduced in the method of work from time to time. He should also be shrewd enough to recognise unsuitability of established routine to meet new situations. He should then bring it up to the member of the Leader Class for the necessary amendment or replacement. The region of his work will cover (1) Book Selection, (2) Classification, (3) Cataloguing (4) Bibliography Building and (5) Reference Service.

503 SEMI-PROFESSIONAL CLASS

The Semi-Professional Class will consist of two sub-classes (1) Full-timed workers and (2) Part-timed workers.

5041 Full-timed Worker

A Full timed Worker need not be drawn from among graduates. A man of ordinary ability and general academic qualification will be suitable for the work. To produce in him an attitude of sympathy towards readers and to make him realise the great social purpose of the library, he should be given an orientation course, say, of about three months. This course should make him follow intelligently the routine processes he will have to do. The region of his work will cover: (1) Routine of Book Selection, (2) Book Ordering, (3) Periodicals Work, (4) Accessioning, (5) Filing Catalogue Cards, (6) Maintenance of Stack Room, and (7) Circulation of Reading Materials.

5042 Part-timed Worker

A Part-timed Worker may be drawn from local people in other walks of life. A Part-timed worker is indicated wherever the turnover of work is not sufficient to maintain a full-timed hand. It may not be necessary for him to know the technique of librarianship. It will be sufficient if he can work a reach-me-down manual like my *Library manual* (Indian Library Association, English series, 3) 1951. A short course for a month or two may be sufficient to initiate him in applying such a Manual. He will have to distribute prepared books sent to his centre. He will have to maintain very simple records in regard to them. He will have to collect the books for return to the Central Library.

505 ARTISAN

The artisans will have to be drawn from two trades--binding trade and motor-driving trade. The qualifications for the staff of the binding trade are the usual ones. But in the case of the motor-driving trade, economy will require the driver being taught to work at the charging desk of the librachine. The driver cannot be used for any other purpose when the librachine stays for service in a delivery station for two hours continuously. After all, the volume of charging and discharging work in the librachine will not be too great for the driver to manage.

506 OTHER CLASSES

There is no special qualification necessary for the clerical staff of a library. So it is with the staff for the bindery in Central Libraries. The unskilled labour in library service will also be the same as in any other service..

507 STRENGTH

The following assumptions are made in determining the staff required when the library personality of the Madras State reaches its adulthood.

5071 LIBRACHINE

Each delivery station should be visited once in a fortnight. It should stay in the centre for about two hours for service. Two centres can be visited in a day. Each librachine should be taken out five days in the week. For two days it will be at the headquarters for servicing and repairs. Thus one librachine can serve twenty delivery stations in one week. This is roughly equivalent to serving twelve villages and 24 hamlets. This is the basis on which the total number of librachines required has been calculated in chapter 4. Each librachine will need one semi-professional hand to work at the headquarters to collect reading materials for delivery and to receive back and distribute the materials returned. It will also require one semi-professional hand to travel with it. The headquarters should have one clerk and two unskilled staff corresponding to each librachine. On the librachine itself an artisan driver and an unskilled cleaner will have to travel. Artisan driver should be able to take charge of the issue counter in the Librachine. The semi-professional hand will do the reference service including publicity work. The travelling staff will spend one day in the headquarters office every week. It is believed that the staff proposed for each unit—viz., two semi-professionals, one clerk, one artisan and three unskilled hands—will prove adequate to meet also leave requirements—weekly, casual as well as annual.

5072 Branch Library

Each branch library—city or rural—should be kept open for use for eleven hours on every day of the year. The staff

serving the public should work in two shifts. Each shift should have two semi-professionals and two unskilled hands. There will be 730 shifts in a year. Making allowance for leave requirements—weekly, casual, as well as annual—a batch can work only for 270 shifts in a year. Thus there should $2\frac{3}{4}$ batches for each Branch Library. In round figures this is equivalent to five semi-professionals and five unskilled hands. There should also be one sweeper, one gardener, and one watchman for each Branch. These unskilled squad of three is only equivalent to one of two and a quarter if we take into account their leave requirements.

5073 City Central Library—Data

Each City Central Library should be kept open for use for eleven hours on each day of the year. The staff directly contacting the public i.e., reference and circulation staff will have to work in two shifts each day. Each batch should consist of two semi-professionals for circulation work and one non-leader professional for reference service. There should also be two unskilled hands. The rest of the staff will work only a single shift on days exclusive of holidays and their annual leave. There should certainly be a Librarian and a Deputy Librarian whose total time will be spread as much as possible over the two shifts, making provision for their being together at the library for some hours each week.

5074 City Central Library—Strength

The strength of the staff for a City Central Library will depend on the class to which it belongs. In class 4 upwards the Librarian and Deputy Librarian should be of the professional grades of leader and semi-leader respectively. In class 3 downwards these can be of the non-leader grade. The rest of the professional men in all classes of libraries will be of the

non-leader grade. There should be clerical and unskilled staff too. The total strength for each class of City Central Library is given in section 508.

5075 Rural Central Library

In each Rural Central Library there will be only one shift. It will not work on holidays. The Librarian should belong to the leader grade. There should be two Deputy Librarians belonging to the semi-leader grade. The rest will include persons of non-leader grade, clerks, artisans, and unskilled staff. The staff which will work in the Rural Central Library to feed each librachine has already been included in the enumeration of staff for librachine in section 5071.

5076 State Central Library

In the State Central Library, there will be two shifts. It will be open to the public for eleven hours on every day of the year. For this it should have the usual non-leader, semi-professional and unskilled staff. The rest of the staff will work only one shift on days which are not holidays. This staff will include the State Librarian and the Deputy State Librarian who should be of the leader grade. The Assistant State Librarian, the two Inspectors, the Heads of Home Section, State Bureau of Copyright, State Library for Blind, State Bureau of Bibliography and the State Bureau of Technical Service should belong to the semi-leader grade. Twenty of the non-leader grade and twenty of the semi-professional grade will make up the rest of the professional staff. The strength of the non-professional staff is indicated in the last line of section 5077.

5077 Summary

The following is the average strength of man-power necessary in the diverse units of service.

Category	Professional Staff				
	Leader	Semi-Leader	Non-Leader	Semi	Total
1. Librachine	0	0	0	2	2
2. Branch Library	0	0	0	5	5
3. City Central Library					
,, Class 1	0	0	5	6	11
4. ,, Class 2	0	0	8	9	17
5. ,, Class 3	0	0	10	11	21
6. ,, Class 4	1	1	12	12	26
7. ,, Class 6	1	2	14	15	32
8. Rural Central Library	1	2	4	3	10
9. State Central Library	2	8	20	20	50

Category	Professional Staff	Other Staff			
		Clerical	Artisan	Un-skilled	Grand Total
1. Librachine	2	1	1	3	7
2. Branch Library	5	0	0	8	13
3. City Central Library					
Class 1	11	1	0	11	23
4. ,, Class 2	17	2	0	18	37
5. ,, Class 3	21	3	0	24	48
6. ,, Class 4	26	4	2	30	62
7. ,, Class 6	32	6	4	38	80
8. Rural Central Library	10	10	7	20	47
9. State Central Library	50	50	4	70	174

508 SCHEME OF TABLES

In the Model Act, each City Library System is autonomous. It is independent of the Rural Library System of the district in which it lies. No purpose will, therefore, be served by estimating the total City Library Staff for each district separately. But in the Madras Act, the city and the rural library systems are merged into a single system. Experience will soon show the unwisdom of this. They will have to be separated. Till then, the city and rural library staff will have to form a single pool. Again sooner or later Linguistic States will have to be formed. In view of this, the library system which begins to be established only now, should be developed in an easily separable form. The staff-data are therefore given separately for Tamil Nadu, Malayalam, South Kanara and Andhradesa.

5081 City Library Staff

To meet this situation, the total strength of the city library staff for each district is tabulated in sections 511, 521, 531 and 541.

5082 Rural Library Staff

The total field staff of a Rural Library System will vary with the nature of distribution of the people. For on this, depends the number of Rural Libraries, Branch Libraries and Librarians needed. Each of these needs an irreducible minimum staff, irrespective of the population served. The strength of the rural library staff for each district is, therefore, tabulated in sections 512, 522, 532, and 542.

5083 Total Staff for Each District

To make reference easy under the present Madras Act, the total library staff for each district in each region is shown in sections 513, 523, 533 and 543.

5084 Total Staff for the State

Section 55 gives the full picture of the library man-power to work the Library Act in the State Library System as a whole.

51 Tamil Nadu

On the basis of the standard specified in the earlier sections of this chapter and the library structure specified in chapter 4, the man-power required for the public library system of Tamil Nadu will be shown in the succeeding tables.

511 CITY LIBRARY SYSTEM

District	Professional Staff				Total
	Leader	Semi-Leader	Non-Leader	Semi	
1. Chingleput	0	0	5	16	21
2. South Arcot	0	0	5	16	21
3. Tanjore	0	0	18	56	74
4. Ramanadhapuram	0	0	10	22	32
5. Tirunelveli	0	0	13	50	63
6. Madurai	1	1	17	93	112
7. Tiruchirapalli	0	0	10	51	61
8. Coimbatore	0	0	20	68	88
9. Nilgiris	0	0	0	0	0
10. Salem	0	0	10	46	56
11. North Arcot	0	0	8	24	32
12. Madras	1	2	14	295	312
Total	2	3	130	737	872

District	Clerical	Artisan	Unskilled	Grand Total
1. Chingleput	1	0	27	49
2. South Arcot	1	0	27	49
3. Tanjore	4	0	96	174
4. Ramanadhapuram	2	0	38	72
5. Tirunelveli	3	0	85	151
6. Madurai	5	2	161	280
7. Tiruchirapalli	3	0	88	152
8. Coimbatore	5	0	118	211
9. Nilgiris	0	0	0	0
10. Salem	3	0	80	139
11. North Arcot	2	0	42	76
12. Madras	6	4	476	798
Total	35	6	1,238	2,151

512 RURAL LIBRARY SYSTEM

District	Professional Staff				
	Leader	Semi-Leader	Non-Leader	Semi	Total
1. Chingleput	1	2	4	187	194
2. South Arcot	1	2	4	222	229
3. Tanjore	1	2	4	269	276
4. Ramanadhapuram	1	2	4	282	289
5. Tirunelveli	1	2	4	261	268
6. Madurai	1	2	4	195	202
7. Tiruchirapalli	1	2	4	252	259
8. Coimbatore	1	2	4	182	189
9. Nilgiris	0	0	2	42	44
10. Salem	1	2	4	217	224
11. North Arcot	1	2	4	244	251
Total	10	20	42	2,353	2,425

District	Professional Staff	Clerical	Artisan	Unskilled	Grand Total
1. Chingleput	194	57	54	305	610
2. South Arcot	229	77	74	357	737
8. Tanjore	276	78	75	422	851
4. Ramanadhapuram	289	72	69	454	884
5. Tirunelveli	268	44	41	426	779
6. Madurai	202	46	43	320	611
7. Tiruchirapalli	259	62	59	408	788
8. Coimbatore	189	47	44	299	579
9. Nilgiris	44	8	9	65	126
10. Salem	224	72	69	350	715
11. North Arcot	251	68	65	394	778
Total	2,425	631	602	3,800	7,458

513 TOTAL STAFF FOR EACH DISTRICT

District	Professional Staff				
	Leader	Semi Leader	Non-Leader	Semi	Total
1. Chingleput	1	2	9	203	215
2. South Arcot	1	2	9	238	250
3. Tanjore	1	2	22	325	350
4. Ramanadha-puram	1	2	14	304	321
5. Tirunelveli	1	2	17	311	331
6. Madurai	2	3	21	288	314
7. Tiruchirapalli	1	2	14	303	320
8. Coimbatore	1	2	24	250	277
9. Nilgiris	0	0	2	42	44
10. Salem	1	2	14	263	280
11. North Arcot	1	2	12	268	283
12. Madras	1	2	14	295	312
Total	12	23	172	3,090	3,297

District	Profes-sional Staff	Other Staff			Grand Total
		Clerical	Artisan	Unskilled	
1. Chingleput	215	58	54	332	659
2. South Arcot	250	78	74	384	786
3. Tanjore	350	82	75	518	1,025
4. Ramanadha-puram	321	74	69	492	956
5. Tirunelveli	331	47	41	511	930
6. Madurai	314	51	45	481	891
7. Tiruchirapalli	320	65	59	496	940
8. Coimbatore	277	52	44	417	790
9. Nilgiris	44	8	9	65	126
10. Salem	280	75	69	430	854
11. North Arcot	283	70	65	436	854
12. Madras	312	6	4	476	798
Total	3,297	666	608	5,038	9,609

52 Malayalam

On the basis of the standard specified in the earlier sections of this chapter and the library structure specified in chapter 4, the following will be the man-power required for the public library system of Malayalam.

Category	City Library System	Rural Library System	Total Staff
Leader	0	1	1
Semi-Leader	0	2	2
Non-Leader	13	4	17
Semi-Professional	50	158	208
Total	63	165	228
Clerical	3	54	57
Artisan	0	51	51
Unskilled	85	264	349
Total	151	534	685

53 South Kanara

On the basis of the standard specified in the earlier sections of this chapter and the library structure specified in chapter 4, the following will be the man-power required for the public library system of South Kanara.

Class	City Library System	Rural Library System	Total Staff
Leader	0	1	1
Semi-Leader	0	2	2
Non-Leader	8	4	12
Semi-Professional	29	96	125
Total	37	103	140
Clerical	2	33	45
Artisan	0	30	30
Unskilled	50	133	183
Grand Total	89	299	398

54 Andhra Desa

On the basis of the standard specified in the earlier sections of this chapter and the library structure specified in chapter 4, the following will be the man-power required for the public library system of Andhra Desa.

541 CITY LIBRARY SYSTEM

District	Professional Staff				Total
	Leader	Semi-Leader	Non-Leader	Semi	
1. Srikakulam	0	0	0	0	0
2. Visakapatnam	0	0	13	40	53
3. East Godavari	0	0	16	48	64
4. West Godavari	0	0	5	16	21
5. Krishna	0	0	13	50	63
6. Guntur	0	0	13	40	53
7. Nellore	0	0	5	16	21
8. Cuddappah	0	0	0	0	0
9. Kurnool	0	0	5	11	16
10. Bellary	0	0	10	27	37
11. Anantapur	0	0	0	0	0
11. Chittoor	0	0	0	0	0
Total	0	0	80	248	328

District	Other Staff				Grand Total
	Professional Staff	Clerical	Artisan	Unskilled	
1. Srikakulam	0	0	0	0	0
2. Visakapatnam	53	3	0	69	125
3. East Godavari	64	4	0	84	152
4. West Godavari	21	1	0	27	49
5. Krishna	63	3	0	85	151
6. Guntur	53	3	0	69	125
7. Nellore	21	1	0	27	49
8. Cuddappah	0	0	0	0	0
9. Kurnool	16	1	0	19	36
10. Bellary	37	2	0	46	85
11. Anantapur	0	0	0	0	0
12. Chittoor	0	0	0	0	0
Total	328	18	0	426	772

542 RURAL LIBRARY SYSTEM

District	Professional Staff				
	Leader	Semi-Leader	Non-Leader	Semi	Total
1. Srikakulam	1	2	4	213	220
2. Visakapatnam	1	2	4	199	206
3. East Godavari	1	2	4	189	196
4. West Godavari	1	2	4	150	157
5. Krishna	1	2	4	117	124
6. Guntur	1	2	4	197	204
7. Nellore	1	2	4	141	148
8. Cuddappah	1	2	4	100	107
9. Kurnool	1	2	4	126	133
10. Bellary	1	2	4	115	122
11. Anantapur	1	2	4	131	138
12. Chittoor	1	2	4	170	177
Total	12	24	43	1848	1932

District	Other Staff				Grand Total
	Professional Staff	Clerical	Artisan	Unskilled	
1. Srikakulam	220	80	77	342	719
2. Visakapatnam	206	83	80	319	688
3. East Godavari	196	58	55	308	617
4. West Godavari	157	36	33	250	476
5. Krishna	124	42	39	196	401
6. Guntur	204	47	44	323	618
7. Nellore	148	54	51	232	485
8. Cuddapah	107	36	33	174	350
9. Kurnool	133	39	36	211	419
10. Bellary	122	36	33	194	385
11. Anantapur	138	39	36	219	432
12. Chittoor	177	61	58	277	573
Total	1932	611	575	3045	6163

543 TOTAL STAFF

District	Professional Staff				
	Leader	Semi-Leader	Non-Leader	Semi	Total
1. Srikakulam	1	2	4	213	220
2. Visakapatnam	1	2	17	239	259
3. East Godavari	1	2	20	237	260
4. West Godavari	1	2	9	166	178
5. Krishna	1	2	17	167	187
6. Guntur	1	2	17	237	257
7. Nellore	1	2	9	157	169
8. Cuddappah	1	2	4	100	107
9. Kurnool	1	2	9	137	149
10. Bellary	1	2	14	142	159
11. Anantapur	1	2	4	131	138
12. Chittoor	1	2	4	170	177
Total	12	24	128	2,096	2,260

District	Other Staff				
	Professional Staff	Clerical	Artisan	Unskilled	Grand Total
1. Srikakulam	220	80	77	342	719
2. Visakapatnam	259	86	80	388	813
3. East. Godavari	260	62	55	392	769
4. West. Godavari	178	37	33	277	525
5. Krishna	187	45	39	281	552
6. Guntur	257	50	44	392	743
7. Nellore	169	55	51	259	534
8. Cuddappah	107	36	33	174	350
9. Kurnool	149	40	36	230	455
10. Bellary	159	38	33	240	470
11. Anantapur	138	39	36	219	432
12. Chittoor	177	61	58	277	573
Total	2,260	629	575	3,471	6,935

55 Madras State

On the basis of the standard specified in the earlier sections of this chapter and the library structure specified in Chapter 4, the following will be the man-power required for the public library system of Madras State.

551 CITY LIBRARY SYSTEM

District	Professional Staff				
	Leader	Semi-Leader	Non-Leader	Semi	Total
1. Tamil Nadu	2	3	130	737	872
2. Malayalam	0	0	13	50	63
3. South Kanara	0	0	8	29	37
4. Andhra Desa	0	0	80	248	328
Total	2	3	231	1,064	1,300

District	Other Staff				Grand Total
	Professional Staff	Clerical	Artisan	Unskilled	
1. Tamil Nadu	872	35	6	1,238	2,151
2. Malayalam	63	3	0	85	151
3. South Kanara	37	2	0	50	89
4. Andhra Desa	328	18	0	426	772
Total	1,300	58	6	1,799	3,163

552 RURAL LIBRARY SYSTEM

District	Professional Staff				Total
	Leader	Semi-Leader	Non-Leader	Semi	
1. Tamil Nadu	10	20	42	2,353	2,425
2. Malayalam	1	2	4	158	165
3. South Kanara	1	2	4	96	103
4. Andhra Desa	12	24	48	1,848	1,932
Total	24	48	98	4,455	4,625

District	Other Staff				Grand Total
	Professional Staff	Clerical	Artisan	Un-skilled	
1. Tamil Nadu	2,425	631	602	3,800	7,458
2. Malayalam	165	54	51	264	534
3. South Kanara	103	33	30	133	299
4. Andhra Desa	1,932	611	575	3,045	6,163
Total	4,625	1,329	1,258	7,242	14,454

553 TOTAL MAN-POWER

District	Professional Staff				
	Leader	Semi-Leader	Non-Leader	Semi	Total
1. Tamil Nadu	12	23	172	3,090	3,297
2. Malayalam	1	2	17	208	228
3. South Kanara	1	2	12	125	140
4. Andhra Desa	12	24	128	2,096	2,260
5. State Central Library	2	8	20	20	50
Total	28	59	349	5,539	5,975

District	Professional Staff	Other Staff			
		Clerical	Artisan	Unskilled	Grand Total
1. Tamil Nadu	3,297	666	608	5,038	9,609
2. Malayalam	228	57	51	349	685
3. South Kanara	140	45	30	183	398
4. Andhra Desa	2,260	629	575	3,471	6,935
5. State Central Library	50	50	4	70	174
Total	5,975	1,447	1,268	9,111	17,801

56 Staff Formula

The figures for man-power tabulated in the preceeding sections form the average for the diverse units of the library system of the State. The actual man-power necessary for a particular library can be determined by the staff-formula given below. During the last ten years, I have been often consulted by several managements of libraries to determine the strength of the staff to be provided. Prior to that, I had experienced the irrational way in which proposals for staff had been treated by managements, I therefore evolved a staff formula to lift, the problem from the grip of prejudice partiality and guess-work. The formula is intended to suit all kinds of libraries. It has been tested in other countries also. It will indicate the strength of the staff needed in terms of the annual turn-over of service and the preparation for the same.

Formula 1 : Total Staff

- If S = Total strength of Staff
 S_m = Strength of Ministerial Staff
 S_p = Strength of Professional Staff
 S_u = Strength of Unskilled Staff
 N_a = Number of Volumes accessioned in 'a year
 N_d = Number of Periodical Publications abstracted and indexed (Documented)
 N_{gh} = Number of Gate-Hours per year (a gate-hour is one counter gate kept open for one hour)
 N_h = Number of Hours the library is kept open in a day
 N_m = Number of Rupees provided in the annual budget
 N_p = Number of Periodical Publications taken
 N_r = Number of Readers per day
 N_s = Number of Seats for readers
 N_v = Number of Volumes in the library
 N_w = Number of Working Days in a year

$$\begin{aligned}
 [X] &= X, && \text{if } X \text{ is an integer ; or} \\
 &= \text{Integral Part of } X, && \text{if } X \text{ exceeds an integer} \\
 &&& \text{by less than } 0.25 ; \text{ or} \\
 &= \text{Integer next above } X, && \text{if } X \text{ exceeds an integer by} \\
 &&& 0.25 \text{ or more than } 0.25.
 \end{aligned}$$

$$\text{Then } S = S_m + S_p + S_u$$

$$\text{Where } S_m = \frac{1}{20,000} \left\{ N_m + 20,000 \left\{ \frac{N_s}{100} \right\} \right\}$$

$$\begin{aligned}
 S_p = \frac{1}{3,000} \left\{ 3N_a + 60N_d + 6N_p + 2N_{gh} \right. \\
 \left. + 2(N_h + 6 \left\{ \frac{N_l}{50} \right\}) \right\}
 \end{aligned}$$

$$S_u = \frac{1}{20,000} \left\{ 10,000 (S_m + S_p) + N_v \right\}$$

Formula 2 : Distribution of work among professional staff

If S_c = Number of Circulation Staff

S_l = Number of Supervisory Staff (Librarian and his deputies)

S_o = Number of Other Technical Staff

S_r = Number of Reference Staff

$$\text{Then } S_c = \frac{N_{gh}}{1,500}$$

$$S_l = \frac{N_h N_w}{1,500}$$

$$S_o = \frac{N_a + 20 N_d + 2N_p}{1,000}$$

$$S_r = \frac{\left[\frac{N_r}{50} \right] N_w}{250}$$

Formula 3 : Distribution of work among Other Technical Staff

If S_b = Number of Book Section Staff
 S_{cc} = Number of Classifying and Cataloguing Staff
 S_p = Number of Periodical Section Staff
 S_m = Number of Maintenance Section Staff

$$\text{Then } S_b = \frac{N_a}{6,000}$$

$$S_{cc} = \frac{N_a}{2,000}$$

$$S_p = \frac{N_p + 40 N_d}{5,00}$$

$$S_m = \frac{N_a}{3,000}$$

57 Arrangement for Training

We shall now examine the number of persons to be trained every year after the library personality of Madras State reaches adulthood. We shall do this for each of the four classes of the professional staff.

571 SEMI-PROFESSIONAL

Tamil Nadu should have about 100 semi-professionals trained each year. It is enough to give them a three months, course. The objective should be to make them competent to apply the *Library manual* in the day to day work. The course may be left to the care of the Madras Library Association. Or the University of Madras may be asked to have a Certificate Course for the candidates, independently of the technical course for non-leaders. Perhaps, it will be best to train four batches each year, each batch having 25 candidates. A similar arrangement for the Andhra area will call for about 20

to be trained in each batch. The Andhra Desa Library Association or the Andhra University Library may be entrusted with this task. Malayalam and South Kanara will require four and three persons respectively to be trained each year.

572 NON-LEADER

Tamil Nadu should have about six Non-Leader professionals trained every year. About twelve persons of similar qualification may also have to be trained every year to man the University, College, School, Departmental and Business Libraries of Tamil Nadu. The University of Madras should be entrusted with the task of providing training for a period of one academic year to persons of this professional status. Similarly the Andhra University will have to provide training for twelve candidates each year—four for the public library system and eight for all the other libraries taken together.

573 LEADER and SEMI-LEADER

The Leader and the Semi-Leader class should be trained together. Even then Madras State as a whole will not have the need to train more than three persons of this standard each year. This will be the case in each of the constituent States. This number is too small to provide for their training separately in each constituent State. Nor will it be easy to get within the country a sufficient number of competent teachers to conduct a course at such an advanced level in each State. The proper course will therefore be to have a single Federal College of Library Science as a common All India Institution for all the states. It may perhaps be maintained by the University of Delhi. Indeed this University has already instituted a Master's Degree and Doctorate Degree in Library Science. The Madras State will have to depute each year three candidates to the Master's Degree Course of the Federal College of Library

Science. From among the librarians of this class with about five years of service, the most promising should be deputed to the Federal College to work for a Doctorate Degree in Library Science through research.

58 Warning

It must be warned here that the above mentioned time-table for training librarians is as for what it should be say thirty years hence. The immediate rate of training will have to be determined by:

1. The urgency of the beginning stages;
2. The financial capacity of the State to train and absorb professionals; and
3. The policy of the State Library Authority regarding the rate at which the library system should develop under the Act.

These considerations will suggest a different quota of men to be trained during the first few years i. e. in the formative stage. This will be discussed in Chapter 8.

CHAPTER 6

Library Finance

In Chapter 6 of my *Library development plan* (Delhi University publications, library science series, 2) 1950, the following three methods of estimating the library finance of a State has been explained :—

- 1 Per capita method;
- 2 Method of details; and
- 3 Method of proportion.

In a country in a state of advanced and balanced development, all the three methods will yield more or less the same result. I shall use the Method of Details in this book.

61 Method of Details

In the Method of details we shall have to take into account the ultimate amount that should be credited each year to the Library Fund of each of the Local Library Authorities. It has been found from experience that in an efficient library system which provides the necessary human agency to make the public reap the fullest benefit from the libraries, the expenditure stands equally divided between the cost of establishment on the one side and the rest of the cost of books binding and other factors on the other. We shall, therefore, begin with working out the cost of the establishment of the public library system of the Madras State as it would be when the library movement is in full steam.

611 BASIS ESTIMATE

The census data of 1951 have been used for the estimate given in this book. But the basis of estimate for my *Library development plan* of 1950 was the census data of 1941. Incidentally, a comparison of the two estimates will show how tentative any estimate has to be.

612 ESTIMATE FOR DISTRICT

The rest of the chapter gives estimates only for each of the four linguistic regions and the state as a whole. The estimate for each district is left to be worked out along similar lines by the District or State Librarian.

62Salary Scale

The following scale of salary is assumed : —

Description	Salary Scale	Average per year
	Rs.	Rs.
1 Leader	1,000 — 50 — 1,500	15,000
2 Semi-Leader	250 — 25 — 750	6,000
3 Non-Leader	150 — 10 — 350	3,000
4 Semi-Professional	100 — 5 — 200	1,300
5 Clerical	100 — 5 — 200	1,800
6 Artisan	60 — 2 — 120	1,100
7 Unskilled	50 — 1 — 80	800

63 Tamil Nadu

The following table gives the annual expenditure for the public library system of Tamil Nadu :—

Description	No of posts	Average per post	Amount
		Rs.	Rs.
Leader	12	15,000	1,80,000
Semi-Leader	23	6,000	1,38,000
Non-Leader	172	3,000	5,16,000
Semi-Professional	3,090	1,800	55,62,000
Total Professional	3,297		63,96,000
Clerical	666	1,800	11,98,800
Artisan	608	1,100	6,68,800
Unskilled	5,038	800	40,30,400
Total	9,609		1,22,94,000
Add 1/16 for provident fund			7,68,378
Total for staff in round figures			1,30,62,000
For reading materials, bind- ing and other ex- penditure			1,30,62,000
Total ..			2,61,24,000
To Government's Share			1,30,62,000
By Local Library Rate			1,30,62,000
		Total	2,61,24,000

64 Malayalam

The following table gives the annual staff expenditure for the public library system of Malayalam : —

Description	No. of posts	Average per post	Amount
		Rs.	Rs.
Leader	1	15,000	15,000
Semi-Leader	2	6,000	12,000
Non-Leader	17	3,000	51,000
Semi-Professional	208	1,800	3,74,400
Total Professional	228		4,52,400
Clerical	57	1,800	1,02,600
Artisan	51	1,100	56,100
Unskilled	349	800	2,79,200
Total	685		8,90,305
Add 1/16 for provident fund			55,640
Total for staff in round figures			9,46,000
For reading materials, binding and other expenditure			9,46,000
Total			18,92,000
To Government's share			9,46,000
By Local Library Rate			9,46,000
Total			18,92,000

65 Karnataka

The following table gives the annual expenditure for the public library system of South Kanara :—

Description	No. of posts	Average per post	Amount
		Rs.	Rs.
Leader	1	15,000	15,000
Semi-Leader	2	6,000	12,000
Non-Leader	12	3,000	36,000
Semi-Professional	125	1,800	2,25,000
Total Professional	140		2,88,000
Clerical	45	1,800	81,000
Artisan	30	1,100	33,000
Unskilled	183	800	1,46,400
Total	398		5,48,400
Add 1/16 for Provident Fund			34,275
Total for staff in round figures			5,83,000
For reading materials, binding and other expenditure			5,83,000
Total			11,66,000
To Government's share			5,83,000
By Local Library Rate			5,83,000
Total			11,66,000

66 Andhra Desa

The following table gives the annual expenditure for the public library system of Andhra Desa :—

Description	No. of posts	Average per post	Amount
Leader	12	15,000	1,80,000
Semi-Leader	24	6,000	1,44,000
Non-Leader	128	3,000	3,84,030
Semi-Professional	2,096	1,800	37,72,800
Total Professional	2,260		44,80,800
Clerical	629	1,800	11,32,200
Artisan	575	1,100	6,32,500
Unskilled	3,471	800	27,76,800
Total	6,935		90,22,300
Add 1/16 for Provident Fund			5,63,894
Total for staff in round figures			95,86,000
For reading materials, binding and other expenditure			95,86,000
Total			1,91,72,000
To Government's Share			95,86,000
By Local Library Rate			95,86,000
Total			1,91,72,000

67 State Central Library

The following table gives the annual expenditure for the State Central Library:—

Description	No. of posts	Average per post	Amount
Leader	21	15,000	30,000
Semi-Leader	8	6,000	48,000
Non Leader	20	3,000	60,000
Semi-Professional	20	1,800	36,000
Total Professional	50	1,100	1,74,000
Clerical	8	1,800	90,000
Artisan	40	1,100	4,400
Unskilled	70	800	56,000
Total	174		3,24,400
Add 1/16 for Provident Fund			20,278
Total for staff in round figures			3,45,000
For reading materials, binding and other expenditure			3,45,000
Total			6,90,000

68 State as a Whole

The following table gives the annual expenditure for the public library system of the Madras State as a whole:—

Description	No. of posts	Average per post	Amount
		Rs.	Rs.
Leader	28	15,000	4,20,000
Lemi-Leader	52	6,000	3,54,000
Non-Leader	349	3,000	10,47,000
Semi-Professional	5,539	1,800	99,70,200
Total Professional	5,975		1,17,91,200
Clerical	1,447	1,800	26,04,600
Artisan	1,268	1,100	13,94,800
Unskilled	9,111	800	72,88,800
Total	17,801		2,30,79,400
Add /16 for Provident Fund			14,42,463
Total for staff in round figures			2,45,22,000
For reading materials, binding and other expenditure			2,45,22,000
Total			4,90,44,000
To Government's Share			2,48,67,000
By Local Library Rate			2,41,77,000
Total			4,90,44,000

The Government's share is greater than that of the Local Library Authorities, as the Government has to maintain the State Central Library, including the Library Secretariate all by itself. The sum of Rs. 6,90,000 is an irreducible overhead charge of the public library system of every constituent State.

681 Warning

Thus the efficient maintenance of the library-grid and the library service of the Madras State will cost about five crores every year, after the library movement puts on full steam. A warning is necessary at this stage. This large figure should not frighten us. There is no doubt that the Madras State cannot now find this money. Its people do not have this much of taxable capacity. This is due to the undeveloped condition of the resources of the State. The resources are human, animal and material. To cultivate the animal and material resources, a simultaneous, if not a prior, cultivation of the human resources is essential. The library system is but a means of cultivating the human resources. As it expands, the human resources will be activated. As the human resources are activated, the animal and material resources will be increased and exploited. As these are increased and exploited, the taxable capacity of the people of the State will increase. This will go on in a spiral movement. Where to begin in the spiral is another matter. This will be discussed in chapter 8.

691 Capital Expenditure

In addition to recurring expenditure to keep the library service going, there will be need for capital expenditure on library buildings and librachines. We shall now attempt to make an estimate of the sum required for capital expenditure.

692 Scale

The following scale is assumed for the cost of librachine and of the various classes of building :—

Description	Cost per Unit
Librachine	15,000
Branch Library (Small)	10,000
(Where the population is less than 13,000)	
Branch Library (Big)	20,000
City Central Library (Class 1)	50,000
City Central Library (Class 2 to 3)	1,00,000
City Central Library (Class 4 to 5)	2,00,000
City Central Library (Class 6)	10,00,000
Rural Central Library	10,00,000
State Central Library	20,00,000

693 ESTIMATE

The following estimate of capital expenditure is derived from the data given in chapter 4 and in section 692 of this chapter:—

Category	Tamil Nadu		Malayalam		South Kanara	
	No.	Cost in Rs. 1,000	No.	Cost in Rs. 1,000	No.	Cost in Rs. 1,000
1 Librachine	524	78,60	44	6,60	23	3,45
2 Branch Libraries						
2.1 Small	127	12,70	3	30	8	80
2.2 Big	243	48,60	18	3,60	4	80
3 City Central Libraries						
3.1 Class 1	9	4,50	1	50	0	0
3.2 Class 2	4	4,00	1	1,00	1	1,00
3.3 Class 3	3	3,00	0	0	0	0
3.4 Class 4	1	2,00	0	0	0	0
3.6 Class 6	1	10,00	0	0	0	0
4 Rural Central Library	11	1,10,00	1	10,000	1	10,000
Total		2,73,40		22,00		16,05

Category	Andhra Desa		Total	
	No.	Cost in Rs. 1,000	No.	Cost in Rs. 1,000
1 Librachine				
2 Branch Libraries	491	73,65	10,82	1,62,30
2.1 Small	101	10 10	2,39	23,90
2.2 Big	96	19,20	3,61	72,20
3 City Central Library				
3.1 Class 1	8	4,00	18	9,00
3.2 Class 2	5	5,00	11	11,00
3.3 Class 3	0	0	3	3,00
3.4 Class 4	0	0	1	2,00
3.6 Class 6	0	0	1	10,00
4 Rural Central Library	12	1,20,00	25	2,50,00
Total		2,31,95		5,43,40
5 State Central Library				20,00
Total				5,63,40

694 Warning

Thus the capital expenditure for putting up the entire literary system of the Madras State will be about six crores of rupees. A warning is necessary. This large figure should not frighten us. No doubt the Madras State cannot now find this money. Nor is it necessary. It will be sufficient if the construction is made in easy stages spread over 30 years. We shall go into the details of this in chapter 8.

695 An Additional Warning

As an additional warning, we may repeat what has been stated in sections 142 and 1421 of chapter 1. Let us not succumb to the easy temptation of sinking money into brick and mortar immediately. Building work may be postponed for some years.

CHAPTER 7

Library Development Plan

Each Local Library Authority should be helped by the State Librarian to draw up a Library Development Plan for its area. As a first step each Authority should appoint its Librarian even for working out the Development Plan. It should also provide him with the necessary staff. These should make a preliminary survey to get the data for the Plan. to be drawn up. All this may take about a year. The skeleton for Development Plan is given in section 71 for a City and in section 72 for a Rural Area.

71 City Library Plan

C1 Existing Library Service

C1. The Development Plan of a City Library Authority for stablishing libraries and for spreading library service shall furnish information on the existing library service covering the following and any other relevant points:--

C11. A map of the City in which is shown by distinctive marks the location of the existing.

1. public libraries maintained by the Local Body of the City;

2. other libraries open to the public maintained by other corporate agencies ;

3. school libraries maintained by the Local Body of the City ;

4. school libraries maintained by other corporate agencies ;
and

5. hospital libraries :

LIBRARY LEGISLATION

C12. A statement showing the following details about each of the libraries mentioned in C11,

C121. The name of the management :

1. If the management is not the Local Body of the City, its constitution and the date of registration of the library under the Act XXI of 1860;
2. The year of foundation ;
3. Names and addresses of the members of the Managing Committee and of the office-bearers;

C122. The average, for the three preceding years, of the annual income and expenditure respectively.

1. In the case of libraries not managed by the Local Bodies of the City, the sources of income and the average of the amount realised from each source ;

2. the average for the three preceding years of the expenditure,

21. under salary with the number of places of each category for (a) professional staff; (b) clerical staff; and (c) unskilled staff ;
22. purchase of (a) books ; (b) periodicals ; (c) newspapers ; and (d) other reading and kindred materials ;
22. (a) binding charges; (b) rent or tax; (c) maintenance charge for the building; (d) furniture and fittings (e) printing and stationery (f) postage; (g) other items.

C123. Information about reading and kindred materials ;

1. The number of volumes in stock ;
2. The number of periodicals taken ;
3. The number of newspapers taken ;

4. The average for the three preceding years of the number of volumes added to the stock.

5. The number of lantern slides, cinema reels, gramophone records, and kindred materials in stock ;

C124. Information regarding users of the library :

1. The number of members entitled to borrow reading materials for study at home ;

2. Conditions of membership ;

3. Conditions for admission into the library and consultation of reading and kindred materials within the library premises ;

4. The average for three preceding years of the daily number of users.

C125. Information regarding the use of the library ;

1. The average for the three preceding years of the books, consulted within the library premises ;

2. The average for the three preceding years of the number of books borrowed for home reading ;

3. The number of books withdrawn from circulation.

C126. Nature of the catalogue— printed, type-script or manuscript, and book-form or card-form, and classified or dictionary or any other type.

C2 Taking over of other libraries

C2. The development plan for a City shall furnish the following and any other relevant information about the taking over of any of the existing libraries by the Local Library Authority ;

C21. The map furnished under C11 shall indicate by a distinctive mark the libraries which have agreed to come under the management of the Local Library Authority ;

C22. The name and location of each library which has agreed to come under the management of the Local Library Authority ;

C23. A copy of the letter of consent of the Management of the library concerned ;

C24. The terms and conditions agreed upon with the Management of the library concerned in regard to the following matters among others :—

1. The existing staff ;
2. The assets and liabilities ;
3. The stock of reading and kindred materials ;
4. The furniture and other property ; and
5. The building and its fittings.

C25. The estimated initial cost of the proposed addition if any, in regard to ;

1. Buildings and fittings ;
2. Furniture and office equipment ;
1. Reading and kindred materials ;
4. The number of years over which the expenditure of the initial cost is proposed to be spread ;
5. The amount which the Government is requested to provide ; and
6. The other sources from which the rest of the amount is expected to be found.

C26. The estimated recurring cost for a year in regard to :

1. The staff with details about the number of posts and grades of salaries ;
2. Furniture and office equipment ;
3. Reading and kindred materials ;

4. Insurance charges ;
5. The amount estimated to be appropriated from the library rate raised ;
6. The amount estimated to be found from other sources with the name of the sources ; and
7. The amount which the Government is requested to provide.

C3 Library Needs

C3. The Development Plan for a City shall furnish the following and any other relevant information about the factors bearing on the library needs of each division of the City :—

C31. Population ;

1. Population and the number of literates and illiterates in the age group 10-18 ;
2. Population and the number of literates and illiterates in the age group beyond age 18 ;
3. Number of blind beyond age 18 ;

C32 The language-distribution of each of the above age-groups separately for the literates and the illiterates in each language ;

C34. The libraries open to the public with their respective ownership and information about the subscription charged if any ;

C35. The number of adult schools with strength, separately for the literates in each language ;

C36. The number of schools with strength in each language ;

C37. The number of hospitals with number of beds.

C4 New Libraries to be Established

C4. The Development Plan for a City shall furnish the following and any other relevant information about each of

the Central and Branch Public Libraries and School and Hospital Libraries to be newly established :—

C41. The map furnished under C1 shall indicate by a distinctive symbol each public, school and hospital library to be newly opened, including the Central Library ;

C42. The division and location therein ;

C43. The proposed year of establishment ;

C44. Information about illiteracy such as,

1. The kind of Library Service proposed to be given to the illiterates ;

2. Other agencies for the liquidation of illiteracy and the part proposed to be played by the library ;

C45. The number of adult schools in the division and the manner in which the library expects to co-operative with them ;

C461. The estimated initial cost in regard to :

1. Building and fittings ;

2. Furniture and office equipment ;

3. Reading and kindred materials ;

4. The number of years over which the expenditure of the initial cost is proposed to be spread ;

5. The amount which the Government is requested to provide ; and

6. The other sources from which the rest of the amount is expected to be found ;

C462. The estimated recurring cost for a year in regard to.

1. The staff with details about the number of posts and grade of salaries ;

2. Furniture and office equipment ;

3. Reading and kindred materials ;

4. Insurance charges ;

5. The amount estimated to be appropriated from the library rate raised ;

6. The amount estimated to be found from other sources with the name of the sources ; and

7. The amount which the government is requested to provide.

C5 Time-Table of Development

C5. The Development Plan for the City shall state the estimated number of years in which full Library Service will be established and give a summary of the proposals in the form of a tentative yearly time-table giving for each year :—

C51. The establishment of the Central Library ;

C521. The number of Branch Libraries with the proportion of their number to the total population above age 18 and to the number of literates ;

C522. The number of School Libraries ;

C523. The number of Hospital Libraries ;

C53. The strength of the staff required :—

1. Professional ;
2. Clerical ; and
3. Unskilled ;

C532. The proportion of the professional staff to the total population above age 10 and to the literates among them ;

C54. Progressive total of estimated capital expenditure with indication of the amount to be found :—

41. by the Government ;
42. by the Local Body of the City ; and
43. from other sources.

C55. Estimated annual expenditure with indication of the amount to be found :—

51. by the Government ,
52. by the Local Body of the City ;
53. from the proceeds of the Library rate ; and
54. from other sources.

72 Rural Library Plan

RO. The Development Plan of a Rural Library Authority for establishing libraries and for spreading library service should be submitted in three parts, roughly speaking in the following order of priority :

RF. Full outline of plan ;

RT. Town sub-plan ; and

RV. Village sub-plan.

RO1. While executing the plan, it may be expedient to begin with the Town Sub-plan, provide libraries in as many towns as possible, then establish a Rural Central Library and thereafter implement the Village Sub-plan.

RF THE FULL OUTLINE OF PLAN

RF1 Existing Library Service

RF1. The Development Plan of a Rural Library Authority shall furnish information on the existing Library Service covering the following and any other relevant points :—

RF11. The map of the Approved Rural Library Area in which is shown by distinctive marks the location of the existing :—

1. Public Libraries maintained by the District Board ;
2. Public Libraries maintained by Municipal Councils or Village Panchayats ;
3. Other Libraries open to the public and maintained by other Corporate Agencies ;
4. The School Libraries maintained by the District Board
5. The School Libraries maintained by Municipal Council or Village Panchayats ;
6. Hospital Libraries ;
7. School Libraries maintained by other Corporate Agencies ; and
8. Prison Libraries.

RF12—RF126 Information showing details about each of the libraries mentioned in R 11 in the analogy of the rules given as C 12. C 126 for a City Library plan.

RF2 Taking over Libraries

RF2—RF26. These rules are on the analogy of the corresponding rules for the City Development Plan.

RF3 Library Needs

RF3—RF37. These rules are on the analogy of the corresponding rules for the City Development Plan and in addition the following;

RF38. The number of prisons and the average number of prisoners per day.

RF4 New Libraries to be Established

RF4—RF462. These rules are on the analogy of the corresponding rules for the City Development Plan with the addition of 'prison libraries' wherever appropriate.

RF5 Time-Table of Development

RF5—RF55. These rules are on the analogy of the corresponding rules for the City Development Plan and in addition the following;

RF524. The number of Prison Libraries ;

RF525. The number of Librarchines.

RT TOWN SUB-PLAN

RT. A Rural Library Development Plan shall furnish a Sub-Plan for each of the towns included in the Approved Rural Area, giving details as required for a City Library Plan.

RTO. In framing the Sub-Plan for a town, it must be borne in mind that a Public Library maintained under a Town Sub-Plan will cease to be an independent unit and become a Rural Branch Library as soon as the Rural Central Library for the Approved Rural Library Area, within which it lies, is established.

RV VILLAGE SUB-PLAN

RV1. A Village Scheme can be submitted only for the villages and hamlets in an area for which the Rural Central Library has been established.

RV2. A Village Scheme shall furnish the following and any other relevant information about the progressive extension of

travelling library service to the villages and hamlets falling within the area of a Rural Central Library:—

RV21. A map of the area showing the nature of the terrain, the roads to be taken by the travelling library, and the delivery stations—the ideal to be aimed being one delivery station for each village, i. e., a locality with a population between 1,000 and 5,000 and for each of three contiguous hamlets, i.e., localities with a population less than 1,000;

RV22. The number of travelling libraries or Librachines to be bought, with a time-table showing the yearly addition and the cumulative total—it being remembered that the ideal to be reached is roughly one Librachine for a population of 25,000 or for 10 delivery stations to be served once in a fortnight for about 3 hours.

RV23. The number of travelling staff proposed to be appointed with time-table showing the yearly addition and cumulative total.

RV24. The number of adult schools in the range and the manner in which the library expects to co-operate with them.

RV25. The estimated initial cost with a time-table showing the yearly amount and cumulative total in regard to :—

1. The librachines and their fittings ;
2. The garage and servicing place to be added to the Rural Central Library Building ;
3. Furniture and office equipment ;
4. Reading and kindred material ;
5. The number of years over which the expenditure of the initial cost is proposed to be spread.
6. The amount which the Government is requested to provide;
7. The other sources from which the rest of the amount is expected to be found.

RV26. The estimated recurring cost with a time-table showing the yearly addition and the total capital in regard to:

1. The staff with details about the number of posts and grades of salaries;

2. Furniture and office equipment;
3. Reading and kindred materials;
4. Insurance charges;
5. The amount estimated to be found from library rate;
6. The amount estimated to be found from other sources with their names; and
7. The amount which the Government is requested to provide.

73 State Library Plan

The State Library Plan should

(1) Weave together the plans of the several Local Library Authorities;

(2) Work out the stages by which the State Central Library should be developed to the fulness of its functions as set forth in the Model Act and the Rules already made under the Madras Act ;

(3) Evolve a policy in regard to "Aided Libraries" in view of the impending revolutionary change in the distribution of wealth, leaving little margin for their being maintained by private benefaction;

(4) Co-ordinate the working of the public library system with the other classes of libraries;

(5) Provide for the training of library personnel of all classes ;

(6) Promote production of reading and kindred materials including sound-record books and audio-visual books on diverse topics of current thought in the languages of State ;

(7) Work out a plan for the steady development of the State so as to make the coverage complete, say, in about thirty years. It is difficult to envisage in this book fully and in detail the pace at which the library system of the State should move towards the ideal outlined in chapters 4 to 6. It must be a matter of emergent evolution. But it should be possible to look ahead into the immediate future. This will be attempted in the next chapter.

CHAPTER 8

Small Beginning And Planned Growth

Ideal is necessary; but it is futile to grasp it immediately ; Baby Hanuman's leap towards the sun should be a warning. A long view is essential; but it should not deter us from regulating our steps in relation to the immediate. A blueprint of the ultimate is necessary; but the immediate work must be "brick by brick". Sudden eruption or mutation is seldom successful in social service ; ordinarily, a long hard way must be walked with wary steps. We must negotiate the bottle-necks of the present with much of patience and a sense of realism.

80 Bottle-Neck

There are five bottle-necks: (1) Finance ; (2) Reading material; (3) Trained personnel; (4) Illiteracy; and (5) Building. Of these, building is the least urgent as already mentioned in sections 142, 1421 and 695, Illiteracy too does not matter; for books can be read out to adult illiterates as a transitory measure; they can be relayed by word of mouth till the new generation is raised with cent per cent literacy. Finance, reading material and trained personnel are the most serious factors. They are mutually dependent. Finance must be approached from the proper angle. Otherwise it will block forward movement. Public finance must be distinguished from private finance.

801 SCALE OF VALUE

In fact public finance is not truly measurable in terms of currency. It is a derivative of all the supplies and services wanted by the community—in the material, vital, emotional, intellectual and spiritual planes. The money available for any particular supply or service is determined by two factors.

(1) the place it gets in the scale of value accepted and acted upon by the community; and.

(2) the general experience that the quantity of money required is greatest in the material plane, is least in the spiritual plane, and is intermediate and in decreasing order in the other three planes.

802 CINDERELLA

The financial needs of intellectual plane are comparatively slight. And yet, the other three planes combined hardly leave even that slight finance in full measure to meet the needs of intellectual service. The effect of any disturbance in any other plane is promptly passed on to library finance. In hard times, the first axe of finance falls on library service. Library service is made the Cinderella. This happens even in developed countries in which nearly four generations have been habituated to the use of books. In India, the willingness to grant money for library service is not easy to find. Because, in addition to its being a service of deferred social benefit, it is also new. As a result, finance overshadows all the other factors in library service.

803 PLOUGH BACK

Apart from this outlook, we are in a vicious circle. There is not enough money to spare for the development of library service. Therefore the mental resources go uncultivated. Therefore the material, plant and animal resources go unused. Therefore wealth does not increase. Therefore taxable capacity continues to be poor. Therefore money cannot be spared for the development of Library Service. The chain thus becomes re-entrant. A vicious circle is formed. Finance blocks everything including its own growth. The only remedy is to develop fortitude to plough back part of the public finance into public education. In this plough-back, one per cent of the nation's annual production of wealth should feed the field of Library Service. The history of development of

other countries has demonstrated the wisdom of so doing. We shall, therefore, begin with the first bottle-neck—that of finance.

81 Finance

811 PER CAPITA STANDARD

The population of the State is about 5 crores and 70 lakhs. The estimate of annual library fund made in section 68 is 4 crores and 90 lakhs. This is roughly one rupee per capita. If we take only the post-school population into the count,—viz., 3 crores and 60 lakhs—the annual library fund would demand Rs. 1½ per capita. This per capita rate was reached years ago, in countries with wide-spread library service. Before the Second World War, the annual per capita library expenditure for the population taken as a whole was one rupee in England and two rupees in the United States of America. It is now slightly higher.

But today the taxable capacity of the Madras is not high enough to stand the strain of one rupee per capita of population in general.

8111 Literate Population

A practical step-down will be to provide money for library service on the basis of the literate population only. The number of literate adults in the Madras State is 90 lakhs—let us say one crore in round figures. The annual library fund will then have to be 1½ crores of rupees.

8112 Reading to Illiterates

But modern democracy will not allow us to neglect the right of illiterates totally. However, we can assume that

$$\frac{\text{Number of books needed}}{\text{Number of illiterates}}$$

will be

much less than

$$\frac{\text{Number of books needed}}{\text{Number of literates}}$$

It has been found that on an average one volume of the total library collection of a developed country is read by 8 persons

in a year. This means that the second of the above mentioned ratio is $1/8$. In the case of illiterates, nearly a hundred people can listen simultaneously to a book being read. Assuming that the urge in illiterates to hear books read is nearly as great as the urge in literates to read books, we may, in round figures, put down the first ratio to be $1/100$ of the second. The 2 crores of illiterates may therefore be taken to be roughly equivalent to two lakhs of literates from the angle of library fund. This is not a significant addition to a crore. We may therefore assume that one and a half crores of rupees per annum will serve the library needs of the entire adult population for the time being. This would mean an annual per capita expenditure of about 4 annas. Can the taxable capacity of Madras stand the strain of even 4 annas per capita of population? The answer is "yes". This is shown in section 812. Before taking up this question let us examine how real the problems of reading to illiterates is and how long it will persist.

8113 Pace of Literacy

The tables in sections 814—8115 and their sub-sections show the pace of literacy. 2,173 Adult Schools make 50,247 adults literates in a year. This is all that the adult education drive of a special Deputy Director for Adult Education can achieve after an effort of about 20 years. But the illiterates number two crores. At the present pace, universal literacy of the present day adults will take 40 years. Of course, most of the adults will die before this period. But to fill their places among illiterates, new adults will be raised in illiteracy. In fact with the present school-resources, 40 lakhs of children of school-going age are not put to school. They form nearly half of the children of school-going age. It will take some years before this tributary to illiteracy among adults dries up. Thus reading to illiterate adults will have to linger on as a regular feature of library service in the Madras State for the next thirty years.

8114 Pace of Adult Education

Adult Education is still largely interpreted in action, to mean teaching the alphabet and teaching reading. "Each one teach one" slogan is an index. Even with this restricted objective, its pace is too slow to have any appreciable effect. The pace of adult education in the several districts is indicated by the following tables.

81141 *Tamil Nadu*

Note: Separate figures for the seven districts with asterisks were not made available.

District	Number of	
	Adult Schools	Adults attending them per year
1. Chingleput *	48	
2. South Arcot *	118	
3. Tanjore *	105	
4. Ramanathapuram *	58	
5. Tirunelveli *	66	
6. Madurai *	59	
7. Tiruchirappalli	81	1,654
8. Coimbatore	72	1,485
9. Nilgiris	31	581
10. Salem	35	885
11. North Arcot	74	1,461
12. Madras *		
Total for the 7 districts marked with asterisks		11,563
Total	747	17,629

81142 *Malayalam*

District	Number of	
	Adult Schools	Adults attending them per year
1. South Malayalam	84	2,309
2. Central ,,	50	1,228
3. North ,,	73	1,774
Total	207	5,311

81143 *Karnataka*

District	Number of	
	Adult Schools	Adults attending them per year
South Kanara	33	958

81144 *Andhra Desa*

Note: Separate figures for the six districts with asterisks were not made available.

District	Number of	
	Adult Schools	Adults attending them per year
1. Srikakulam	45	1,366
2. Visakapatnam	60	1,416
3. East Godavari	82	2,549
4. West Godavari	130	3,393
5. Krishna	96	2,589
6. Guntur	128	3,707
7. Nellore *	286	
8. Cuddapah *	108	
9. Kurnool *	49	
10. Bellary *	55	
11. Anantapur *	45	
12. Chittoor *	62	
Total for the 6 districts marked with asterisks.		11,190
Total	1,146	26,210

81145 *Madras State as a Whole*

Region	Number of	
	Adult Schools	Adults attending them per year
1. Tamil Nadu	747	17,629
2. Malayalam	207	5,311
3. Karnataka	33	958
4. Andhra Desa	1 146	26,210
Total	2,133	50,108

8115 Pace of Child Education

The pace of Child Education in the several districts is shown by the following tables. Universal child education is delayed by want of trained teachers and simple equipment like slate, paper, pencil, pen and books.

81151 *Tamil Nadu*

District	Number of children	
	of school-going age	actually enrolled in school
1. Chingleput	2,00,865	1,09,342
2. South Arcot	3,41,390	1,63,866
3. Tanjore	3,50,484	2,57,563
4. Ramanathapuram	3,15,169	1,49,639
5. Tirunelveli	3,81,748	3,23,464
6. Madurai	4,24,913	2,00,752
7. Tiruchirappalli	3,65,830	1,43,318
8. Coimbatore	2,64,911	1,88,991
9. Nilgiris	1,00,855	70,466
10. Salem	3,69,798	2,74,790
11. North Arcot	7,28,962	1,92,539
12. Madras	1,77,344	1,06,736
Total	40,22,269	21,81,466

81152 *Malayalam*

District	Number of children	
	of school-going age	actually enrolled in school
1. South Malayalam	2,69,208	1,74,143
2. Central Malayalam	3,31,767	1,51,573
3. North Malayalam	2,61,407	1,92,647
Total	8,62,382	5,18,363

81153 *Karnataka*

District	Number of children	
	of school-going age	actually enrolled in school
South Kanara	2,51,451	1,52,677

81154 *Andhra Desa*

District	Number of children	
	of school-going age	actually enrolled in school
1. Srikakulam	2,87,057	1,58,820
2. Visakhapatnam	2,32,950	1,10,675
3. East Godavari	3,75,138	2,02,965
4. West Godavari	2,52,354	1,61,232
5. Krishna	2,79,282	1,64,026
6. Guntur	4,58,073	2,47,046
7. Nellore	2,59,801	1,33,109
8. Cuddappah	1,81,271	79,472
9. Kurnool	2,20,756	1,09,314
10. Bellary	2,17,889	65,464
11. Anantapur	2,07,471	77,142
12. Chittoor	3,26,672	1,16,063
Total	32,98,714	16,25,428

81155 *Madras State as a Whole*

Region	Number of children	
	of school-going age	actually enrolled in school
1. Tamil Nadu	40,22,269	21,81,462
2. Malayalam	8,62,382	5,18,363
3. Karnataka	2,51,451	1,52,677
4. Andhra Desa	32,98,714	16,25,428
Total	84,34,816	44,77,930

812 RULE OF PROPORTION METHOD

Let us go back to the bottle-neck of finance. We have to begin by examining how much strain of library fund can be stood by our taxable capacity today. To decide this, we must use the percentage of library expenditure to the total expenditure, prevailing in developed countries. It is one per cent. The budget of the Madras State for 1952-53 provides Rs. 65 crores on the expenditure side. It is then reasonable to assume that the maximum annual yield of library fund in the form of annual government grant can be Rs. 65 lakhs only. The proceeds of local library cess should roughly double this amount. Thus a total annual library expenditure of Rs. one crore and thirty lakhs should be comfortably within the limits of the present taxable and rateable capacity of the Madras State. This is roughly the amount needed to provide adequate library service for the literates and reading-service to the illiterates, as shown in section 8112.

813 UNDER THE MADRAS ACT

The Madras Act bases its minimum library finance on a 6 pies surcharge on property and house tax. It is not likely that the rate of surcharge will be increased so as to make it yield the amount indicated by the population to be served. Therefore a more realistic approach will, for the time being, be to start with the proceeds of the statutory minimum of library cess. The library cess collected in 1951-52 in the Madras State as a whole is in round figures Rs. 4,00,000. The statutory grant from Government should have been Rs. 2,75,000. The difference is due to the Madras City not being entitled to grant. Thus, the total library fund in 1951-52 has been Rs. 6,75,000. This is only 1/15 of the normal requirement. Government's budget for 1952-53 provides Rs. 5,00,000. this will work nearly to 1/7 of the normal requirement. By normal requirement is meant the amount consistent with the size of our public expenditure.

814 AIDED LIBRARIES

There is a system of aided libraries in vogue. They are maintained by District Boards, Municipalities, Village Panchayats, Gramasanghs, Private Agencies and Co-operative Societies. Of these, Co-operative Societies receive no grant-in-aid from Government. Some of the others get. A grant of Rs. 1,16,235 is shared by 2,376 aided libraries. This gives an average of Rs. 49 per library. This trivial average blesseth neither him that gives nor him that takes. This is really dissipating away nearly a lakh of rupees into atomic particles. Hundreds of tiny libraries, each with its own exclusive collection and adding about 50 books in a year, form mere ritual appendages. This tradition appears to be widely prevalent throughout the country to-day. How long is this inheritance to be perpetuated ?

8141 Temporary

During the first few years, before the public libraries under the Act begin to function, the Government will do well to give a more liberal grant to the worthwhile among aided libraries—that is those that have a passable collection, a decent book-fund of its own and a respectable clientele. As and when public libraries are established, the aided libraries must be progressively taken over and absorbed into the public library's system. Thus, these should be treated as temporary institutions.

8142 Victorian Illusion

The perpetuation of such tiny institutions without adequate book fund or service-staff is due to an illusion dating from the Victorian age. In the first place, the nineteenth century was an age of considerable accumulation of property in private hands. Continuous charity was possible. To-day, the situation is rapidly receding from this condition. Private philanthropy may perhaps give a donation once a way. Even

that can not be big hereafter. But it will not be able to make the donation a recurring annual affair. Thus, it is a delusion to expect public libraries to be maintained by private agencies. Modern distribution of wealth makes this improbable if not impossible.

8143 Subscription Illusion

Another illusion is that those who are eager to read will subscribe and maintain a library. Yes. They may for a year or two at the first flush of enthusiasm. But experience shows how such a library soon gets famished and ultimately disappears.

8144 Remedy

It must be realised that a library can be in use only if it adds new books from month to month, if not week to week, and circulates them with the aid of a trained staff who know how to make books reach their destiny—the readers' hands. For this to be possible, there must be a minimum finance. This minimum finance cannot be found by urban communities of less than 50,000 people or by rural communities of a smaller size than a district. It is found from experience that even these can do better service to their clientele if they integrate their services by inter-library loan and exchange, than if each one seeks to insulate itself. In view of this aided libraries should be gradually absorbed into the public library system.

815 TABLE OF AIDED LIBRARIES

The tables of aided libraries given hereunder may be useful for reference. The table includes also libraries maintained by Co-operative Societies, though they do not get any grant-in-aid from Government.

8151 TAMIL NADU

District	No. of Libraries maintained by						Total
	Dist. Board	Municipality	Village Panchayat	Grama Sang	Private Body	Co-op. Society	
1. Chingleput		3	31	9	12	5	60
2. South Arcot	1	4	82	7	3	3	100
3. Tanjore	1	4	90	14	10	4	123
4. Ramanathapuram		9	52	9	7	2	79
5. Tirunelveli		6	46	6	8	6	72
6. Madurai	1	6	19	7	10	1	44
7. Tiruchirappalli	4	2	20	15	2	1	44
8. Coimbatore	4	13	46	46	4	3	80
9. Nilgiris		1	5	5	7	5	38
10. Salem		2	36	38	7	12	95
11. North Arcot		7	277	33	6	3	326
12. Madras		6			6	2	14
Total	11	63	704	168	82	47	1,075

8152 MALAYALAM

District	No. of Libraries maintained by						Total
	Dist. Board	Municipality	Village Panchayat	Grama Sang	Private Body	Co-o. Society	
1. South Malayalam							
2. Central Malayalam	1	7	23	22	42	1	96
3. North Malayalam							

8153 Karnataka

District	No. of Libraries maintained by						Total
	Dist Board	Municipality	Village Panchayat	Grama Sang	Private Body	Co-op. Society	
South Kanara		1	79	49	14	17	160

8154 Andhra Desa

District	No. of Libraries maintained by						Total
	Dist Board	Municipality	Village Panchayat	Grama Sang	Private Body	Co op. Society	
1. Srikakulam		2	13	9	3		27
2. Visakhapatnam		1	5	18	7	1	32
3. East Godavari		5	66	1	29	3	104
4. West Godavari	35	1	44	5	22	3	110
5. Krishna		5	41	2	32		80
6. Cuntur		4	40	12	59	3	18
7. Nellore		1	36	51	15	1	104
8. Cuddapah	1	5	17	19		4	41
9. Kurnool		2	25	10	12	2	51
10. Bellary	5	2	42	41	6		96
11. Anantapur	2	5	101	20	1	2	131
12. Chittoor		2	2	52	4	3	138
Total	43	30	507	240	190	22	1,032

8155 Madras State as a Whole

Region	No. of Libraries maintained by						
	Dist Board	Munici- pality	Village Pancha- yat	Gram Sang	Private Body	Co-op Society	Total
1. Tamil Nadu	11	63	704	168	82	47	1,075
2. Malayalam	1	7	23	22	42	1	96
3. Karnataka	0	1	79	49	14	17	160
4. Andhra	43	30	507	240	190	22	1,032
Total	55	101	1,313	479	328	87	2,363

816 TABLE OF GRANT-IN-AID

The tables given hereunder show the proportion in which various kinds of libraries got grant-in-aid in 1951-52.

8161 Tamil Nadu

District	Grant in rupees paid to Libraries maintained by					
	Dist. Board	Municipality	Village Panchayats	Grama Sang	Private Body	Total
1. Chingleput		450	1,495	360	850	3,155
2. South Arcot	150	300	4,080	120	390	5,040
3. Tanjore	150	600	4,095	160	1,315	6,320
4. Ramanadhapuram		1,200	2,715	320	400	4,635
5. Tirunelveli		600	2,470	40	765	3,875
6. Madurai	150	900	1,170	120	1,725	4,065
7. Tiruchirappalli		300	715	240	450	1,705
8. Coimbatore	150	1,650	2,275	240	700	5,015
9. Nilgiris		150	130	360		640
10. Salem		300	1,625	560	1200	3,685
11. North Arcot		750	8,070	750	350	9,920
12. Madras		450			600	1,050
Total	600	7,650	28,840	3,270	8,745	49,105

8162 Malayalam

District	Grant in rupees paid to Libraries maintained by					
	Dist. Board	Municipality	Village Panchayat	Grama Sang	Private Body	Total
Malayalam		1,050	1,170	560	5,250	8,030

8163 Karnataka

District	Grant in rupees paid to Libraries maintained by					
	Dist. Board	Municipality	Village Panchayat	Grama Sang	Private Body	Total
South Kanara			4,030	1,520	2,215	7,765

8164 Andhra Desa

District	Grant in rupees paid to Libraries maintained by					
	Dist. Board	Municipality	Village Panchayat	Grama Sang	Private Body	Total
1 Srikakulam		300	520	200	450	1,470
2 Visakhapatnam		150	195	360	1,200	1,905
3 East Godavari		750	3,575	40	2,700	7,065
4 West Godavari		300	2,925	200	2,145	5,570
5 Krishna		650	1,755	80	4,900	7,385
6 Guntur		500	1,235	80	4,670	6,485
7 Nellore			1,690	1,040	2,250	4,980
8 Cuddapah	150		780	520	300	1,750
9 Kurnool		150	995	40	700	1,885
10 Bellary	150	300	1,885	840	440	3,615
11 Anantapur	150	300	1,665	320	300	,735
12 Chittoor		300	4,030	1,560	600	6,490
Total	450	3,700	21,250	5,280	20,655	51,335

8165 Madras State as a Whole

Region	Grant in rupees paid to Libraries maintained by						Total
	Dist. Board	Municipality	Village Panchayat	Grama Sang	Private Body		
1 Tamil Nadu	600	7,650	28,840	3,270	8,745		49,105
2 Malayalam		1,050	1,170	560	5,250		8,030
3 Karnataka			4,030	1,520	2,215		7,765
4 Andhra Desa	450	3,700	21,250	5,280	20,655		51,335
Total	1,050	12,400	55,290	10,630	36,865		1,16,235

8166 Futile Tiny Collection

The preponderance of futile tiny book-collections among aided libraries is brought out by the following distribution of 706 of them (with building of their own), according to the number of volumes in them.

No. of Volumes			Number of Aided Libraries with Buildings of their own				
			Tamil Nadu	Malayalam	Karnataka	Andhra Desa	Total
1	—	50	19	0	10	12	41
51	—	100	46	1	17	20	84
101	—	250	65	0	33	36	134
251	—	500	62	6	20	51	139
501	—	1,000	40	7	24	51	122
1,001	—	2,000	25	6	9	45	85
2,001	—	5,000	24	7	5	40	76
5,001	—	10,100	6	0	0	14	20
10,001	—	20,000	1	0	0	3	4
20,001	—	30,000	0	0	0	1	1
Total			288	27	118	273	706

Nearly half of these libraries have less than 500 books. By the addition of twenty rupees worth of books each year these libraries are not going to become or appreciably of greater use to their respective clientele. Human aid to make the books acceptable will be lacking. The proper course will be to make them delivery stations at which the library-vans of the Central Libraries of their respective districts call periodically for exchange of books. Pooling the trivial sums given to these tiny libraries into an appreciable sum, giving it to the Rural Central Libraries in the different districts and circulating fresh books to the village centres will be more helpful than distributing a few rupees to each village. The Rural Central Library can not only give more of fresh books, but can also provide the necessary human aid to establish contact between books and people.

817 REFLECTIONS

The Table in section 8155 shows that 109 Local Bodies maintain public libraries. Of these 8 are District Boards. These maintain 55 libraries. 101 libraries are maintained by municipalities. The number of municipalities maintaining them will be only slightly less than 101. The 1,313 village panchayat libraries and the 479 Grama-Sang libraries are a measure of the desire to read books found in 1,892 villages.

8171 Fault of Madras Act

The establishment of 1,469 libraries by District Boards, Municipalities and Panchayats, under the permissive power conceded to them by a schedule in their respective Acts is evidence of the competence and the willingness of our Local Bodies to care for Local Library Service in their respective areas. The Madras Act went wrong in ignoring the agency of Local Boards and Municipalities and establishing parallel *ad hoc* bodies for the sole purpose of running libraries. This fault must be rectified as early as possible.

8172 Dispersion of Grants

All these 1,469 libraries are maintained by statutory bodies or equivalent ones subject to public control. Some stability may be expected. The same can not be said about the 328 private libraries. And yet public money gets distributed in a way that has little correlation with the stability of the libraries. The following table shows it.

Average Grant-in-Aid to :	Rs.
A District Board Library	20
A Municipal Library	123
A Village Panchayat Library	42
A Grama Sangh Library	23
A Private Library	112

8173 Absorption

The State Library Committee should persuade the Local Library Authorities on the one side and the various agencies maintaining their own independent libraries on the other, to bring about a merging of these libraries into the public library system. This will be done with willingness only if the Local Library Authorities demonstrate their greater competence by actual service of a higher order. It will be seen in section 86 that this will not be possible at least for ten years. However, it is gratifying to learn that some Local Library Authorities are enterprising enough to take some of them over even now, in the hope that they will maintain them at least as well as the original agencies.

82 Reading Material

The bottle-neck of Reading Materials has been elaborately discussed in section 15 and its sub-divisions. A short summary will be sufficient here.

821 MOCKERY

To develop State-wide library service without reference to the Reading Material available will be a mockery. To fill public libraries for masses with books in a foreign tongue is even a greater mockery. The small percentage of English-knowing people seldom see beyond their own circle. They do not realise the futility of English books in serving the majority of our people. And yet it is the few English-knowing persons that are in power. They imagine themselves superior to the non-English-knowing folk. They have not yet shed their myopia in speaking of education, medium of thought and library service. Special attention should be paid to this problem in the earlier years of the implementing of the Library Act.

822 MISCHIEF

There are no doubt some books in the mother tongue of the people to be served. But they are mostly on Humanities. This can be seen from the following data taken from S. Ramabhadran's *Flow of literature*, published in page 66 of the *Memoirs* of the Madras Library Association for 1940.

Percentage on New Books in	Tamil	Malayalam	Kanarese	Telugu
Natural Sciences and Applications	5.5	5.7	10	11.3
Humanities	49.5	45.3	61.9	45.1
Social Sciences	4.1	9	2.5	7.8
Miscellaneous	40.9	40	25.6	35.8
Total	100.0	100.0	100.0	100.0

The category "Miscellaneous" really consists of non-descript stuff. It consists mostly of peddlars' songs and other pamphlet material with hardly any thought of lasting value.

S. Ramabhadran has shown that the substantial books published in the four languages in 1936—the year of his study—are only a few as shown below :—

Percentage of New Books in	Tamil	Malayalam	Kanarese	Telugu
Natural Sciences and Applications	6	0	0	12
Humanities	68	6	6	61
Social Sciences	17	5	0	10
Total	91	11	6	83

It is obvious that only Tamil and Telugu produced some worthwhile books in the year taken up for study. Even in these languages, three fourths of the books belong to humanities. Among the books on humanities, one third belong to religion and philosophy. Most of the few books in the social sciences belong to education and history. Thus we get a measure of the regular famine of books in the languages of South India, on current thought—basic sciences, arts and crafts, political science, economics and social problems. To build up a library with hardly any representation of these vital subjects of current importance in the development of a free Republic would mislead the public. A library which over-loads itself with books of medieval thought may even block the free thinking of the masses. This will amount to a mischief.

823 REMEDIAL MEASURE

As already suggested in section 15 and its sub-divisions, the Library Act makes us face this famine of books on current thought. The lifting of this famine should be stimulated. The

government or the mixed agency mentioned in section 1517 may themselves launch a publication programme. They may also encourage private agencies by the assurance of a market for books of the requisite standard. During the first few years, the State Library Committee should take up the delicate task of pooling the book-fund of all the Local Library Authorities in an informal way. In this manner the necessary market may be assured for the books to be produced.

824 CO-OPERATIVE PURCHASE

Marketing can be made easier by the Local Library Authorities purchasing their books through the State Librarian. This will amount to purchase in bulk. This will make co-operative classification, cataloguing, and binding easy. In my visit to Norway in 1948, I found this procedure in vogue. The Director of Libraries had put up an efficient co-operative organisation to handle this problem. The libraries found relief from a good deal of worries. There was, however, one drawback; and that was time-lag. But the Director of Libraries assured me that the time-lag was not due to office procedure involved in centralising work of that nature. The time-lag was due only to the scarcity of binding materials at that time.

825 NOT CONTROL

Co-operative purchase does not mean control of book-selection by the Centre. The selection of books is left entirely in the hands of the individual library systems. With the location of the Copyright Department in the State Central Library, it will be possible to bring the latest books to the notice of the local library systems with the least possible delay. This again is not interfering with the discretion of the Local Library Authorities in the purchase of books. At present they have no means of knowing what books are available. They do not have an impartial list of all published books before

them to make a balanced selection. The central production of a monthly list of books published is in vogue in Denmark. The *British national bibliography* is the latest example on a large scale. There may be still other ways in which the State Library may be able to help the circulation of books without time-lag.

83 Trained Personnel

Let us next examine the third bottle-neck—trained personnel. This is too inadequate even to use the actual low level of library-fund to the best advantage.

831 PROPORTION OF CLASSES

Section 62 gives the following seven classes of staff :

Professional	Non-Professional
1 Leader	5 Clerical
2 Semi-Leader	6 Artisan
3 Non-Leader	7 Unskilled
4 Semi-professional	

Section 68 shows that the professional staff will form a third of the total staff. So also the non-professionals will form two-thirds.

Section 68 shows also that the professional class will be distributed as follows :

Class	Rough Proportion to total Professional Staff
1 Leader	1/200
2 Semi-Leader	1/100
3 Non-Leader	3/50
4 Semi-Professional	11/12

Section 68 shows again that the non-professional classes will be distributed as follows :

Class	Rough Proportion to total Non-professional Staff
Classical	1/8
Artisan	1/10
Unskilled	49/60

Section 68 shows further that the entire staff will be distributed as follows :

Class	Rough Proportion of total staff
1 Leader	1/600
2 Semi-Leader	1/300
3 Non-Leader	1/50
4 Semi-Professional	11/36
5 Clerical	1/12
6 Artisan	1/15
7 Unskilled	89/180

832 ALLOCATION OF STAFF SALARY

Section 68 shows that the staff salary should be allocated to the different classes of staff roughly in the following proportion:

Class	Rough Proportion
1 Leader	1/60
2 Semi-Leader	1/70
3 Non-Leader	1/24
4 Semi-Professional	19/42
Total (roughly)	11/21
5 Clerical	7/60
6 Artisan	7/120
7 Unskilled	3/10
Total (roughly)	10/21

The above proportion will occur when library service is fully developed. Let us apply it to the present position. The result will suggest the adjustment necessary in the earlier years.

833 ALLOCATION

The staff is best arrived at in relation to the Library Fund. Let us assume the total annual library-fund for the State—including library cess and government grant—to be ten lakhs as indicated in section 813. According to the specification given in section 61, the amount available for staff is five lakhs.

Let us allocate it among the various classes of staff in the proportion given in section 832. Let us also assume that each member of the staff is started on the minimum of the scale prescribed for his class in section 62. Then we get the following result for 1952-53.

Class		Allocation	Minimum annual salary	No. of places possible
		Rs.		
1	Leader	8,000	12,000	1
2	Semi-Leader	7,000	3,000	2
3	Non-Leader	21,000	1,800	12
4	Sem -Professional	2,26,000	1,200	188
Total (Professional)		2,62,000		202
5	Clerk	56,000	1,200	47
6	Artisan	28,000	720	40
7	Unskilled staff	1,54,000	600	257
Total (Non-professional)		2,38,000		344
Total		5,00,000		546

834 LEADER AND SEMI-LEADER

The single leader's post should be filled up by the State Librarian. The above table indicates he will have to be started below the minimum of his scale—only on about Rs. 650 a month. But it is unhelpful: He must be started on the minimum of his scale. One of the two semi-leaders should be the Deputy State Librarian in charge of the State Central Library. The other should be the Inspector of Libraries. His work will be mainly to promote library service in the districts.

835 MAKESHIFT

8351 Semi-Leader

This leaves no leader or non-leader to take charge of work in the districts. But it is the people in the district who have to be made to accept library service. Able men should be put in charge of districts. Each of the 25 districts should have, to begin with, a District Librarian of the semi-leader class. It must be ultimately converted into leader-class. Again each of the 16 cities of class 2 and above should also be provided with

a librarian of the semi-leader class. Thus, there should be 41 semi-leader posts. These would cost Rs. 1,24,000. This money can be found as shown in section 8353 and 8354.

8352 Non-Leader

The 12 non-leaders will all be required for the State Central Library. But we should have 18 more of non-leaders to provide a librarian for each of the 18 cities of class 1. This would cost Rs. 32,000. This money too can be found as shown in section 8353 and 8354.

8353 Artisan

On the other hand, it will not be possible to put 40 librarchines on the field. Perhaps, we may have just 3 librarchines as a pilot project for demonstration. All binding work can be let on contract. 37 artisans's posts may be avoided. This will release Rs. 27,000.

8354 Semi-Professional

Again, it may not necessary to have 188 semi-professionals in the first year. 10 may be required for the State Central Library 78 may be required for the 34 city libraries. The remaining 110 semi-professional posts may be avoided. This will release Rs. 1,29,000.

8355 Result

The sum of Rs. 1,56,000 ($= 27,000 + 1,29,000$) released from the artisan and semi-professional classes can be turned on the additional posts in the semi-leader and non-leader classes. These cost Rs. 1,56,000 ($= 1,24,000 + 32,000$). As a result of this make-shift the library man-power of the Madras State excluding the Madras City will stand distributed as follows:—

Description	No.	Annual Salary
State Librarian (S.L.)	1	8,400
Deputy State Librarian (S.L.)	1	3,000
Library Inspector (S.L.)	1	3,000
Technical Staff (N.L.)	12	18,400
Circulation Staff (N.P.)	10	12,000
Total	25	44,800
District Librarian (S.L.)	25	75,000
Senior City Librarian (S.L.)	16	48,000
Junior City Librarian (N.L.)	18	32,400
Circulation Staff (N.P.)	78	93,600
Total	137	2,49,000
Total Professional	162	2,93,300
The cost of non-professional will be		2,05,600
Total Staff Salary (in round figures)		5,00,000
Total for purchase of reading materials and contingent expenditure		5,00,000
Total Library Fund excluding Madras City		1,00,0000

84 Requirement

Thus the number of trained professionals of the different classes necessary to utilise the present annual library fund is as follows :—

Leader	1	Non-Leader	30
Semi-Leader	43	Semi-Professional	88

841 EXPLANATION

A superficial criticism may be that the number of higher posts suggested is out of proportion to the number of lower posts. Indeed their normal proportion when the library system is fully developed will be only 3 : 197. But, the proportion recommended for the pioneering period is nearly 74 : 197. The explanation for this high proportion is

contained in the term 'pioneering period'. Considerable pioneering leadership is necessary to get library service accepted by the masses. Library service does not directly satisfy a bodily or emotional want which is compelling and recurring. From the consumer's angle, it has to satisfy only an intellectual want which is fleeting and non-compelling. It is only from the State's angle that it is beneficial and necessary. Therefore persuasion is necessary to make people accept library service. The dry-as-dust intellectual stuff, which the book is, has to be dowered with the personality of the library organiser to make it win readers. Till they are won in sufficient numbers, there can be no work for non-leaders and semi-professional routine men. In the first few years, therefore, we should have more men of the higher type than routine men. The maximum of the superior personnel needed for productive public relation should be put in the field at the very beginning. Once the movement gains momentum, there will not be need to increase the number of routine men considerably. There will not be much need to increase the number of superior men with organising capacity and leadership.

842 PRESENT FAULT

The present failure in implementing the Library Act is largely due to overlooking this essential, though subtle, factor in organisation. Five years of futility in attempting to start a district library service with immature lads with poor personality and drive is itself a proof. The story coming from district after district is about :

- 1 the tension born out of rivalry between the President and the Secretary (neither of whom is of the library profession) of the Local Library Authority ;
- 2 the fight over the newspapers (!) subscribed being delivered in the house of this member or that ;

- 3 the control over the solitary librarian and the solitary peon of the district library ;
- 4 the library lad being, thrown out of his wit in the impossible task of pleasing all the members of the Local Library Authority in equal measure without offence to any, at the low emotional level of prestige, seniority, dignity and so on ;
- 5 the library lad commanding respect from such members only in the measure of his monthly salary being in mere two-digit figures ;
- 6 the library lad having to take orders from such members as to the way in which he should select, classify, catalogue books and register newspapers ;
- 7 nobody caring to find readers or serve them; and hardly any citizen being able to connect the library cess, he paid, with the absence of any library service whatever; and
- 8 the more sensitive and abler trained lads either turning sullen misanthropes or saying "good-bye" to the library profession.

843 HAPPENINGS

This is illustrated by the following happenings. When the Government advertises for candidates for training, about 50 are called for interview. But between the date of advertisement and the date of interview, the candidates make enquiries about the conditions under which they will have to work. About 30 decide not to enter the profession. Some 20 persons in desperate need of some job turn up for interview. About 12 are selected. But between the date of selection and the date of commencement of training, about three fourths of them make further enquiries and decide to reject the offer.

Only 3 or 4 actually take the course. One can easily imagine what proportion of these would have been actuated by the missionary zeal needed for the present pioneering phase of library development. In this way about 17 men have been trained during the last four years. Of these, three have already resigned in disgust. 6 have found library service in some other established institutions. Only 8 are still struggling in districts with neither books nor readers to serve. No wonder if they are disgruntled and are already cursing their fate.

844 AVAILABILITY

The net result is that there are now only two men occupying posts marked for leader and semi-leader respectively. 42 more semi-leaders are necessary. Against the 30 non-leaders needed, there are only 8 available ; and these are in wrong places. 12 more are necessary. The fact is that we do not have the necessary number of trained professionals of the various classes. Training them is the first step to be taken.

85 Training of Professional Staff

851 SEMI-LEADER

The training-period for a semi-leader is two years. This has been explained in sections 501, 502, 573 and their subdivisions. Not more than about 10 can complete training each year. Thus, it will take at least five years to get them trained. Men of good personality, initiative and brilliant academic career should be selected each year by the Public Service Commission. About 12 may be so selected each year, including two as reserve to meet casualties. These should be first appointed as probationers. They should be at once deputed for training for two years. The deputation allowance of each should be the minimum of the scale of salary for semi-leaders. As and

when they return after satisfactory completion of training, they should be posted to different libraries according to a definite scheme.

852 NON-LEADERS

It may be possible to train the 30 non-leaders in about three years. Recruitment, probation and deputation allowance to these also should be similar to these as for semi-leaders.

854 SEMI-PROFESSIONAL

The training of the Semi-Professionals may not take much time. This can be taken up about two years later. In three years thereafter, the necessary number can be trained and put on duty.

854 BASIS FOR PRIORITY

It is obvious that all the districts can not be put on their rails simultaneously. None can be during the first two years. But by the end of the fifth year, all can be—provided the plan is carefully worked and implemented. Thus, the districts should be arranged in a scale of priority for this purpose. The rateable capacity will be an appropriate characteristic in determining the scale of priority. The multi-lingual character of the State would however suggest that due representation should be given from the beginning to each of the three regions :—

(1) Tamil Nadu ; (2) Andhra Dēsa ; and (3) West Coast.

To implement this idea, the various districts in each of these three regions are arranged in the following table in descending order of the amount they raised in 1951–52 by library cess.

8541 Tamil Nadu

District	Library Cess Collected in 1951-52	District	Library Cess Collected in 1951-52
	Rs.		Rs.
1 Madras	2,88,618	9 Nilgiris	8,172
2 Coimbatore	37,074	10 Salem	8,078
3 Ramnad	22,418	11 Tiruchirap-	
4 Tanjore	22,899	palli	7,853
5 Madurai	17,297	12 Chingleput	6,659
6 Tirunelveli	17,077		
7 South Arcot	16,526	Total	4,67,696
8 North Arcot	14,025		

This should be read along with the following list of the eight cities of class 2 and upwards arranged in descending order of their population.

City	Class	District
1 Madras	7	Madras
2 Madurai	4	Madurai
3 Tiruchirappalli	3	Tiruchirappalli
4 Salem	3	Salem
5 Coimbatore	3	Coimbatore
6 Tirunelveli cum Palamcottai	2	Tirunelveli
7 Vellore	2	North Arcot
8 Tanjore	2	Tanjore

8542 Andhradesa

District	Library Cess Collected in 1951-52	District	Library Cess Collected in 1951-52
	Rs.		Rs.
1 Visakapatnam	20,043	8 Chittoor	1,430
2 Bellary	10,678	9 Cuddappah	1,224
3 Nellore	8,994	10 Kurnool	947
4 Anantapur	5,251	11 West Godavari	
5 East Godavari	4,552	12 Srikakulam	
6 Krishna	1,575		
7 Guntur	1,466	Total	56,160

This should be read along with the following list of the five cities of class 2 and upwards arranged in descending order of their population.

City	Class	District
1 Vijayavada	2	Krishna
2 Guntur	2	Guntur
3 Visakapatnam	2	Visakapatnam
4 Rajamundry	2	East Godavari
5 Kakinada	2	„

8543 West Coast

District	Library Cess Collected in 1951-52
	Rs.
1 Malayalam	33,309
2 South Kanara	2,368
Total	35,677

This should be read along with the following list of the two cities of class 2 and upwards arranged in descending order of their population.

City	Class	District
1 Kozhikode	2	Malayalam
2 Mangalore	2	South Kanara

855 SUGGESTION

In the light of the data given in sections 8541 to 8543, the Districts and the cities may be started on their library service according to a programme like the following.

8551 Third Year

Districts	Cities
1 Coimbatore	1 Madras
2 Ramnad	2 Madurai
3 Tanjore	3 Tiruchirappalli
4 Visakapatnam	4 Salem
5 Malayalam	5 Vijayavada

8552 Fourth Year

Districts	Cities
1 Madurai	1 Coimbatore
2 Tirunelveli	2 Tirunelveli
3 South Arcot	3 Guntur
4 North Arcot	4 . Visakapatnam
5 Bellary	
6 Nellore	

8853 Fifth Year

Districts		Cities	
1	Nilgiris	1	Vellore
2	Salem	2	Tanjore
3	Tiruchirappalli	3	Rajamundry
4	Chingleput	4	Kakinada
5	Anantapur		
6	East Godavari		

8554 Sixth Year

Districts		Districts	
1	South Kanara	5	Cuddappah
2	Krishna	6	Kurnool
3	Guntur	7	West Godavari
4	Chittoor	8	Srikakulam

8555 Fixing Time-Table

The above time-table is nothing more than a suggestive sample. Various local factors not available to me at this distance will have to be taken into consideration. For example the poor cess-collection in many of the Andhra districts is a puzzle to me. The State Library Committee and the Seminar suggested in section 173 and its subdivisions should draw up the time-table in the most acceptable way possible.

86 Planned Development

Of the three bottle necks, section 82 has suggested a method of correlating finance and reading material. Sections 83 to 85 have suggested a method of correlating finance and library personnel. The realistic result obtained amounts to planning. We may follow the current practice of developing successive slabs of Five Year Plan.

860 FINANCIAL PLAN

Before we begin the study of each slab in detail, it will be a convenience to settle a preliminary issue. This is the financial plan. Barring the small disturbance caused by the special treatment given to the City of Madras, the library-fund is made up more or less by equal shares found from State grant and local cess. It has been shown in section 61 that half the library-fund should be spent on staff and that the other half should be spent on reading materials and other contingent expenditure.

8601 Government's Share

Further, the way in which the staff has to be trained progressively and allocated to different districts and cities in a most profitable manner, as indicated in section 85 and its subdivisions, shows that it is best for the government to take charge of the staff—its training, posting, and maintenance. This is certainly necessary in the First Five Year Period. It will be an advantage to continue this even thereafter. This will be conducive to the library staff of the State working as a single unit. Many of the difficulties experienced in making each Local Library Authority recruit its own staff can then be avoided. In countries which developed library service casually, for the first time during the last century, the advantages of nationalising the service were not realised. It was even resisted on the basis of the then prevalent principles of liberalism. Immense difficulties were met with. In spite of it the prevailing liberal principles prevented pooling the staff together on national basis. To-day principles of liberalism are being slowly tempered by principles of planning and nationalisation of factors which are not intimately local in their nature. But in those countries, local prestige has already developed to a high pitch. Though it is generally seen that

the right thing is to nationalise the service-personnel, it is difficult to cross the hurdle of irrational local prestige. Let us learn by their example. Let us not blindly imitate what they are helplessly continuing, even against the latest ideas on the subject. On this basis, the responsibility of the government should be to provide the library staff for the entire public library system of the State. The State Library Committee which has representatives of the government as well as of the Local Library Authorities can be trusted to see that the spirit of the Library Act is maintained by seeing that the total staff-budget for the public library system of the State is not less than the amount found by local cess.

8602 Local Share

It follows then that the amount raised through cess by each Local Library Authority should be kept by itself for expenditure on acquisition of reading materials, maintenance charges and other contingent expenditure. These affairs are of intimate local interest. It is best that they are left to the care of the Local Library Authorities themselves.

8603 Over-all Advantage

A permanent financial plan along these lines will make accounting system easy. It will lead to maintenance of efficiency in service. It will also respect local needs in the fullest measure.

861 FIRST FIVE YEAR PLAN

We shall first consider the First Five Year Plan. No violent development need be postulated to occur in the First Five Year Period. The data for working out the details of the plan are more or less known. We may therefore give some tentative details. We have seen in section 854 that it is unwise to spread ourselves widely over the entire area of the State with a negligibly small staff, with our poor finance and

with the book-famine that prevails. To start service, adequate and proper staff is the first condition. This point was stressed by me at the time the Library Bill was introduced and immediately after it became an Act. This suggestion had not gone home. Its full implications had not evidently been understood. The result is that nearly four years have passed without any efficient service. On the other hand, a sense of helplessness is developing. Even now it is not too late to start in the right way. It will be a benefit to leave local service in the hands of the 2,363 aided libraries shown in section 814 and its sub-divisions for the first two years and begin systematic direct service under the Act only after two years. The service by aided-libraries can also be supplemented by the State Central Library as shown in section 8611.

8611 State Central Library

It has been suggested in section 861 that trained staff need not be put on district work during the first two years. During this period all the existing trained personnel may be made to work in the State Central Library. The State Librarian—the Director or rather Special Officer, as he is now called—should take charge of that Library. The Librarian in charge at present should become his Deputy. These are the only two persons now occupying posts marked for semi-leaders. The State Central Library will require in addition a dozen non-leader Diploma-holding graduates and another dozen semi-professional Certificate-holders. The number of trained persons available at present does not exceed this requirement.

During the first two years this entire staff should concentrate on bringing the State Central Library to proper standards. It should straightaway begin to lend books directly to readers living in any part of the State. I need not go here into the details of the organisation and administration either of lending work or any other work. There are other books

dealing with them. From my experience of lending books throughout the Madras State from the University Library for a period of more than ten years, I am able to say that this system of "mofussil-lending" as it is called will amply meet the present demand.

Within this period the State Central Library should assume all the functions assigned to it by the relevant sections of the Model Act or by the Rules under the Madras Act. These two provisions are more or less the same. In particular, the copyright collection should come to the care of this Library. A monthly *State bibliography* should be started. It should be brought out promptly. The time-lag should not exceed two weeks. It should be brought out regularly on the 14th of every month. The *State bibliography* should be produced according to the latest professional standards. Details about this will be found in my *Public library provision and documentation problems* (Indian Library Association English series, 4), 1951. It has been already explained that putting this Bibliography in working order will result in considerable saving of money and man-power for the State taken as a whole. Incidentally its development along right lines would have automatically introduced co-operative or centralised classification and cataloguing.

8612 District and City Libraries

As shown in section 8551 ten semi-leaders will have completed their training at the end of the second year. They will be assigned to five districts and five major cities respectively. Each of them will also be allowed a small staff consisting of non-leaders, semi-professionals and non-professionals. As and when a trained semi-leader is posted to form a District or a City Library, he should be allowed one year to set up his plant. It is unwise to begin service immediately. This has been learnt repeatedly by hard experience elsewhere. Till the arrival of the District Librarian, after his training, the proceeds from

the library cess should be accumulated. As soon as he takes charge, one of his duties will be to purchase, with this accumulated fund, the basic collection of reading materials and to equip the library with book-racks and other fittings, furniture and equipment. This he will be able to nearly complete in one year. During the same period he will also have time to establish proper public relation so that regular service can begin in full swing from the second year onwards.

8613 Service

Until a District or a City Library begins service, the State Central Library should continue to lend books directly to the residents of the district or city as the case may be. After local library service begins, residents should draw their reading material only from their local library. Any book needed from the State Central Library should stop direct lending of books to them.

8614 Coverage

From the time-table given in sections 8551 to 8553 it can be seen that by the end of the First Five year Period, eleven out of the 24 districts of the State will have started service. All the cities of class 3 and above will have their own libraries functioning. Four of the cities of class 2 will also have their libraries functioning.

In six more districts the staff will have entered the field and will be building up the plant. The same thing will happen also in the remaining four cities of class 2.

862 SECOND FIVE YEAR PLAN

The first year of the Second Five Year Period, will see regular service started in the six districts and the four cities mentioned at the end of the last section. In the same year the remaining eight districts also will have been taken charge of by trained District Librarians. In the seventh year all the cities including the cities of class I will have their libraries. All the 25 districts will have their libraries functioning.

8621 Travelling Library

During the last year of the First Five Year Period or during first year of the Second Five Year Period, three districts may be in a position to start travelling library service.

8622 Branch Libraries

Towards the end of the Second Five Year Period enough trained personnel of the non-leader and semi-professional variety will be available and also the library-fund will have increased to a sufficient extent, to permit the opening of Branch Libraries in the larger towns, whose population exceeds 26,000. It will serve no purpose to go into the details of this at this stage. Therefore it is enough to indicate this as a possible direction of development during the Second Five Year Period.

863 THIRD FIVE YEAR PLAN

It is even more premature to go into the third and the succeeding Five Year Plans. It is sufficient to say that they will be steadily moving towards the realisation of the target outlined in chapters 4 to 7, within a period of thirty years.

It is during the Third Five Year Period that it will be wise to begin erecting library buildings and to put in more librachines for village service. By that time the literate population will have increased, the taxable capacity of the country will have increased, the library fund also will have therefore increased. Service can be extended steadily.

Branch Libraries will have to be steadily established in cities and towns.

Slow but steady experience will have been gained in rationalising all factors connected with the development of State-wide library service. Much progress will have been made in arriving at standards of maximal efficiency both in material and in processes.

By that time the library profession will have grown to full stature. It will have enough of trained men to help the perpetual self-education of every citizen of the State.

87 Library-Personality of the Madras State

By the end of the Sixth Five Year Plan—i.e. by the end of thirty years—the academic and the business library systems also will have developed to a mature state. It should be possible to integrate these with the public library system. It should be possible to integrate the entire library system into a single articulated whole, each part maintaining its essential individuality and yet all parts working in concert with maximal efficiency. On the service side each unit will have full freedom to help the clientele in a most intimate way according to personal needs. All matters of an impersonal repetitive nature, which admit of being done once for all by the State Central Library, will be looked after by that library. In particular, pre-natal classification and cataloguing will have become an accomplished fact. Some of the developed countries are already taking steps in that direction. But their rate of progress is bound to be slow as they have to overcome established wasteful practices which have developed local prestige-value. If therefore we take full advantage of our starting with a clean slate and do not allow inertia make us imitate the petrifying systems of some developed countries, the library system developed under the Madras Act will be far ahead of any State Library System known so far. In other words, by the end of the thirty year period the library-personality of the Madras State will have been fully formed. It will be not only full but also efficient. It will be a model. Let us hope and pray that a true sense of realism, knowledge and patriotism will make us build such a library-personality for our State so that perpetual self-education is assured for all, everybody gets his mental joy, and the community makes continuous enlightened progress.

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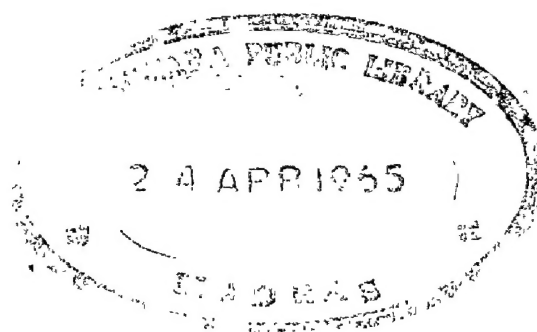
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